DOCUMENT RESUME

ED 433 593 EA 030 002

AUTHOR	Sharp, John
TITLE	School Performance Review: Port Arthur Independent School District. A Report from the Texas Performance Review.
INSTITUTION	Texas State Comptroller of Public Accounts, Austin.
PUB DATE	1998-05-00
NOTE	507p.
AVAILABLE FROM	Texas Performance Review, Texas Comptroller of Public Accounts, P.O. Box 13528, Austin, TX 78711-3528 (Publication #96-505).
PUB TYPE	Numerical/Quantitative Data (110) -- Reports - Evaluative (142)
EDRS PRICE	MF02/PC21 Plus Postage.
DESCRIPTORS	*Educational Administration; *Educational Assessment; Elementary Secondary Education; Governance; *Needs Assessment; Performance Based Assessment; *School Effectiveness; *Summative Evaluation; Tables (Data)
IDENTIFIERS	*Port Arthur Independent School District TX; School Performance Indicators

ABSTRACT

This report provides a performance review of a Texas school district. For the review, investigators interviewed district employees, school-board members, students, parents, business leaders, and representatives from community organizations. The review team also held public forums, conducted focus-group sessions and personal interviews, surveyed district personnel, and consulted two databases of comparative educational information. Following an introduction, the results of the research are presented in 12 chapters: district organization and management, educational service delivery and performance measures, personnel management, community involvement, facilities and energy management, asset and risk management, budgeting and financial management, management information services and educational technology, purchasing and warehousing services, food services, transportation, and safety and security. The review found that the current organizational structure of the central-office staff is not as effective or efficient as it might be. Student performance, although improving, still falls below state and regional averages, and student enrollment declines and shifts have left some school buildings under-utilized, whereas others are overcrowded. A high turnover rate among teachers means a large number of teachers are hired with emergency permits. Finally, significant discrepancies in salaries and salary schedules among staff in similar positions were evident. Eight appendices offer stakeholder and board perceptions, and surveys, interview guides, and analysis. (RJM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED 433 593

SCHOOL PERFORMANCE REVIEW

PORT ARTHUR

INDEPENDENT SCHOOL DISTRICT

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

B Ressel

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1

12
1
2
4
5
6
7
8
10
11

JOHN SHARP • COMPTROLLER OF PUBLIC ACCOUNTS

MAY 1998

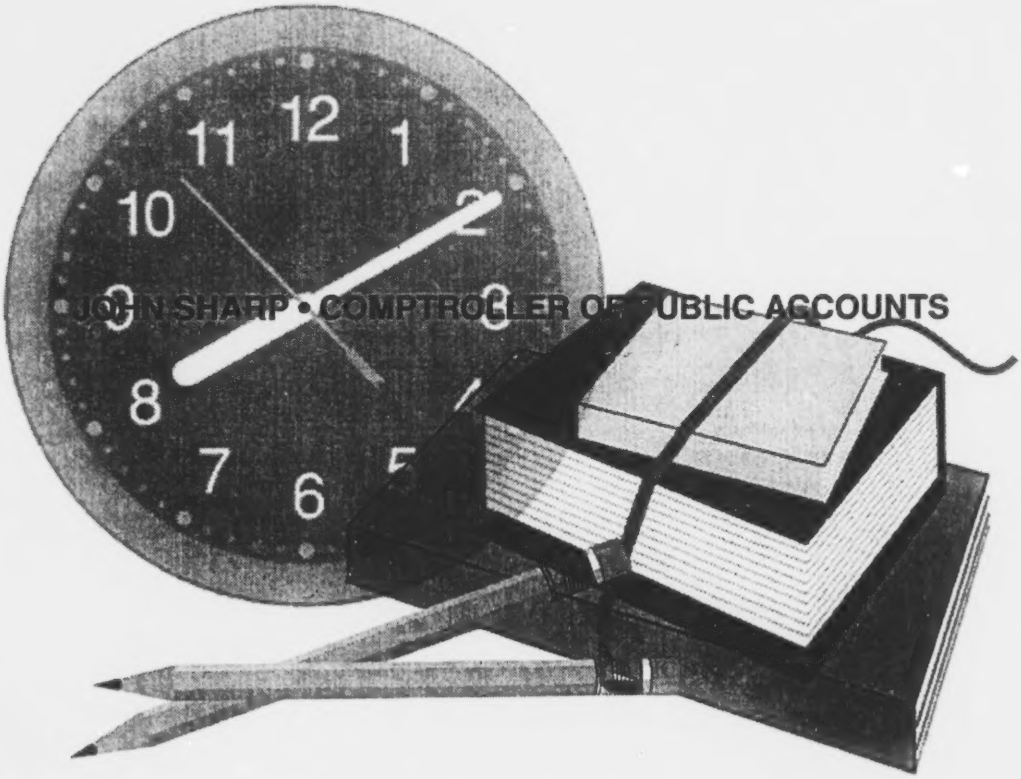
BEST COPY AVAILABLE

SCHOOL PERFORMANCE REVIEW

PORT ARTHUR

INDEPENDENT SCHOOL DISTRICT

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW



JOHN SHARP • COMPTROLLER OF PUBLIC ACCOUNTS

May 28, 1998

The Honorable George W. Bush
The Honorable Bob Bullock
The Honorable James E. "Pete" Laney
Members of the Texas Legislature
Commissioner Michael A. Moses, Ed.D.

Ladies and Gentlemen:

I am pleased to present our performance review of the Port Arthur Independent School District (PAISD).

This review, requested by State Representatives Mark Stiles and Al Price, along with PAISD's superintendent, Dr. Glenn Smith, is intended to improve the efficiency and effectiveness of the district's operations by identifying problem areas and outlining innovative improvements. To aid us in this task, my office contracted with MGT of America, Inc., a Florida-based consulting firm.

While we have made a number of recommendations to improve PAISD's efficiency, we also found a number of "best practices" in the district's operations. This report highlights several model programs and services provided by PAISD's administrators, teachers, and staff.

Our primary goal is to help PAISD hold the line on costs, streamline its operations, and improve its services to ensure that every possible tax dollar is spent in the classroom teaching the district's children. This report outlines 145 detailed recommendations that could save PAISD nearly $14.6 million over the next five years, while reinvesting $4.4 million to improve educational services and other operations.

We are grateful for the cooperation of PAISD's administrators and employees, and we commend them and the community at large for their dedication to improving the educational opportunities offered to the children of the district.

Sincerely,

John Sharp

JOHN SHARP
Comptroller of Public Accounts

TABLE OF CONTENTS

PAGE

EXECUTIVE SUMMARY i

1 INTRODUCTION 1

- A. School Review Goals 1
- B. Methodology 2
- C. Overview of PAISD 4

2 DISTRICT ORGANIZATION AND MANAGEMENT 17

- A. Board and Governance Issues 17
- B. Policies and Procedures 35
- C. District Management and Planning 39
- D. School Management and Site-Based Decision-Making 58

3 EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES 65

- A. Organization, Planning and Management 65
- B. Student Performance 77
- C. Curriculum and Instruction 86
- D. Special Education 90
- E. Career, Technology and School-to-Work Initiatives 97
- F. Gifted and Talented 105
- G. Bilingual/ESL Programs 108

4 PERSONNEL MANAGEMENT 117

- A. Organization and Management 117
- B. Personnel Policies and Procedures 123
- C. Salary Administration 132
- D. Recruitment and Employment 145
- E. Personnel Records and Information Management 150
- F. Employee Appraisals 153
- G. Staff Development 155

5 COMMUNITY INVOLVEMENT 163

- A. Organization and Management 163
- B. District Communication 167
- C. Community Involvement 173
- D. Parental Involvement 180

PAGE

6 FACILITIES AND ENERGY MANAGEMENT 185

A. Facilities Maintenance and Planning 186
B. Facilities Design and Construction 202
C. Attendance Zones 203
D. Custodial Services 204
E. Energy Management 209

7 ASSET AND RISK MANAGEMENT 215

A. Workers' Compensation 215
B. Property and Casualty Insurance 220
C. Health Insurance 222
D. Cash and Investments 227
E. Fixed Assets 233
F. Auditing 235
G. Fund Balance 237

8 BUDGETING AND FINANCIAL MANAGEMENT 243

A. Organization and Management 243
B. Budgeting 252
C. Fiscal Operations 256
D. Payroll 262
E. Tax Collections 264

9 MANAGEMENT INFORMATION SERVICES AND EDUCATIONAL TECHNOLOGY 269

A. Organization and Staffing 269
B. Infrastructure 276
C. Staff Development 281

10 PURCHASING AND WAREHOUSING SERVICES 289

A. Purchasing 289
B. Receiving and Warehousing 303

PAGE

11 FOOD SERVICES 317

A. Organization and Management 317
B. Student Meal Participation 326
C. Cost Reporting and Control..332

12 TRANSPORTATION..341

A. TEA Reporting Information 343
B. Organization and Management 345
C. Routing and Scheduling..354
D. Vehicle Maintenance 359
E. Bus Fleet Management..363
F. Safety..365

13 SAFETY AND SECURITY 369

A. Student Discipline 369
B. Alternative Education Program..375
C. Truancy and Absences..381
D. Security Program 388

APPENDICES

Appendix A: Stakeholder and Board Comments and Perceptions..397
Appendix B: Administrators, Principals, and Teachers Interview Guide 411
Appendix C: School Board Member Interview Guide 419
Appendix D: Results of the Administrator Survey 427
Appendix E: Results of the Principal Survey..445
Appendix F: Results of the Teacher Survey..463
Appendix G: Comparative Analysis of Survey Responses Within Port Arthur Independent School District..479
Appendix H: Comparative Analysis of Survey Responses: Port Arthur Independent School District and Other Districts 491

PORT ARTHUR

EXECUTIVE SUMMARY

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

BEST COPY AVAILABLE

The Port Arthur Independent School District
A Texas School Performance Review

The Comptroller's Texas School Performance Review (TSPR) is the nation's first state-level vehicle for improving the management and finances of public school districts. Since its 1991 creation, TSPR has conducted in-depth, on-site management reviews of 28 Texas school districts including Port Arthur, representing 22 percent of the state's total student enrollment (840,000 students).

Texas is in the forefront of the nation's jarring transition to an information-based economy, and the education given its children will play a vital role in determining the state's future prosperity. A well-trained workforce will be our state's greatest competitive asset in the next century. We must protect this resource and make absolutely sure that every Texas child has an opportunity to learn.

At a time when Texas is engaged in a critical debate over how—and how much—to pay for the education of its schoolchildren, parents, students, principals, teachers, and other district employees, as well as the taxpayers that foot the bills, deserve to know that schools are accountable both for their cost and the quality of the education they deliver. Only then will they be willing to invest the time, energy, and resources needed to ensure that all future Texans receive the education they need to succeed.

TSPR's reviews are designed to highlight innovative programs to share with other districts; diagnose districts' administrative, organizational, and financial problems; and recommend ways to cut costs, reduce overhead, streamline operations, and improve the delivery of educational services, with the overall goal of ensuring that every possible tax dollar is spent in the classroom, educating children.

TSPR in Port Arthur

TSPR began its review of the Port Arthur Independent School District (PAISD) in December 1997. As with its previous reviews, TSPR came to Port Arthur in response to a local call for assistance. In December 1995, the former PAISD superintendent and Board of Trustees initially requested a review; this request was echoed by the current superintendent and State Representatives Mark Stiles and Al Price in April 1997.

With the help of MGT of America, Inc., a Florida-based consulting firm, the TSPR team interviewed district employees, school board members, students, parents, business leaders, and representatives from community organizations. In addition, the review team collected comments from letters to the Comptroller's office and calls to the Comptroller's toll-free 1-800-BEAT-WASTE hotline.

To obtain additional comments from community residents, TSPR held public forums at the district high school and the Port Arthur Public Library. The team also conducted focus-group sessions and personal interviews that yielded valuable comments from current and former district employees, parents, community leaders, and students. Written surveys were sent to district personnel; TSPR received responses from 48 central office administrators, 20 principals and assistant principals, and 167 teachers. Details from these surveys, public forums, and focus groups are provided in **Appendices A** through **H.**

In addition to these efforts, TSPR consulted two databases of comparative educational information maintained by the Texas Education Agency (TEA)—the Academic Excellence Indicator System (AEIS) and the Public Education Information Management System. TSPR also asked PAISD to select a set of similar

Texas school districts to serve as "peer" districts for comparative purposes. The district chose the Waco, Longview, Beaumont, North Forest, Galveston, and Bryan school districts. TSPR also made comparisons with averages for TEA's Region V (to which PAISD belongs) and the state as a whole.

Acknowledgments

The Comptroller, TSPR, and MGT of America, Inc., wish to express their appreciation to the PAISD Board of Trustees, Superintendent Dr. William "Glenn" Smith, and the district employees, students, and community residents who assisted this review. Special thanks go to Mrs. Janet Cline, PAISD's liaison for the review, who arranged for office space, equipment, and meeting rooms and otherwise accommodated the review team's needs.

Port Arthur ISD

PAISD is the second-largest school district in Jefferson County (with Beaumont ISD being the largest). According to 1996-97 AEIS data, 83 percent of PAISD's students are minority members and 72 percent are economically disadvantaged. PAISD's student enrollment has declined by about 5 percent over the past six years. Student performance on the Texas Assessment of Academic Skills tests are improving, but remain below state and regional averages.

During the 1996-97 school year, PAISD's 1,428 teachers, administrators, and support workers served more than 11,591 students in 18 schools and educational centers. The district's annual operating budget is nearly $68.5 million. A more detailed statistical overview of the district is provided in the introduction to this report.

In all, TSPR found PAISD to be a school district poised to rebuild—not only in terms of necessary repairs and renovations that are conservatively estimated at nearly $13 million, but also from the standpoint of the need for stronger educational programs and for a restructuring of the district's organization and management structures. TSPR developed 145 recommendations during a six-month review of PAISD that ended in May 1998.

The PAISD review identified potential savings of nearly $14.6 million that could be realized by fiscal 2002-03. TSPR's recommendations also identify investment opportunities of $513,620 in fiscal 1998-99 (including one-time investments) and total investment opportunities of nearly $4.4 million through fiscal 2003. Cumulative net savings from all recommendations (savings less recommended investments) are projected to reach $10.2 million by fiscal 2003.

This report could produce gross savings in the first year of nearly $1.7 million. These savings would rise in the second year of implementation to almost $3 million, or 12.3 percent of PAISD's administrative budget (total budget minus instructional costs such as teacher salaries and classroom supplies), or nearly 4.4 percent of PAISD's total annual operating budget. The savings opportunities identified in this report are conservative and should be considered the minimum that can be realized if all of TSPR's recommendations are implemented.

The total estimated savings and costs associated with TSPR's recommendations are listed at the end of this chapter. It should be understood that many TSPR recommendations would not have a direct financial impact, but nevertheless would produce important improvements over current policies and practices.

Texas School Performance Review: A History of Savings

TSPR's creation was prompted by an anticipated state budget shortfall that threatened the state's ability to meet the demands of a growing student population. While the state's finances have improved in recent years, many school districts still face budgetary difficulties. In general, Texas schools depend on local property taxes for half of their revenue, and many "property-poor" districts find it difficult to raise adequate funding even with relatively high tax rates. In all, Texas school districts face a continual challenge in deciding how to spread scarce funds across a wide range of programs and services without jeopardizing student performance. TSPR's mission is to increase the funds available for classroom instruction through improved efficiency in district support and administrative functions.

A TSPR review is not a financial audit, although the school district's financial functions are one focus of the effort. Instead, TSPR examines the *entire scope* of district operations, including organization and management, educational service delivery, personnel management, community involvement, facilities management, financial management, asset and risk management, purchasing functions, computers and technology, food services, transportation, and safety and security.

After the Comptroller accepts a district's invitation to study its operations, TSPR's review begins with a series of interviews, town hall meetings, and focus group discussions with key community leaders and organizations, parents, school administrators, teachers, district personnel, and students, to give the TSPR team a thorough understanding of community attitudes and expectations.

This phase is followed by on-site work by a TSPR team of Comptroller personnel and expert consultants. Review teams work in the district for several weeks at a time, observing and talking to front-line personnel in every area, and compiling detailed information on how each district process works—or doesn't. TSPR also looks for innovative programs and practices, and documents them for potential use by other districts. TSPR's findings, commendations, recommendations, and implementation strategies are compiled in a comprehensive public report that is widely circulated within the community. TSPR returns to the districts it reviews, generally one year later, to prepare and release a progress report on the implementation of its recommendations.

TSPR fields invitations from public school districts of every size and shape—large or small, rich or poor, rural or urban. The team settles in for months of detailed study at no charge to district taxpayers. Most of the Comptroller's recommendations come directly from teachers, parents, students, and others who live or work in the district. TSPR has found that these hard-working folks often have known for years what could improve their schools—if only someone would ask. TSPR asks.

Including the present review, TSPR has offered more than 3,000 detailed recommendations to save the taxpayers of 28 Texas school districts nearly $340 million. And TSPR has accomplished this without recommending the firing or laying off of a single classroom teacher.

In addition to PAISD, districts studied by the TSPR team to date include San Antonio, Richland Springs, San Saba, Cherokee, Lubbock, Victoria, West Orange/Cove Consolidated, Lake Travis, Dallas, Austin, Calhoun County, Midland, Paris, San Marcos Consolidated, Brownsville, Longview, San Angelo, Beaumont, Waco, United in Laredo, Tyler, Houston, Texarkana, Spring, Corpus Christi, Socorro, and Ysleta. Reviews of the Wimberley and Hamilton districts will conclude in June and July, while reviews of the El Paso, Comal, and Mount Pleasant districts are anticipated to begin early in the 1998-99 school year.

BEST COPY AVAILABLE

TSPR's follow-up visits indicate that 89 percent of TSPR's proposals have been acted upon, saving local taxpayers more than $80 million during their first years of implementation, with much more in additional savings expected in the following years.

Persons seeking detailed information on any of TSPR's previous reviews should call the Texas School Performance Review toll-free at 1-800-232-8927.

Exemplary Programs and Practices

TSPR identified numerous "best practices" in PAISD. Through commendations in each chapter, this report highlights model programs, operations, and services provided by PAISD administrators, teachers, and staff members. Other school districts throughout the state are encouraged to examine these programs and services to see if they can be adapted to meet their own needs. TSPR's commendations include the following:

- Since PAISD's new superintendent was first employed in July 1997, substantial reductions have been made in central office staffing through attrition and reassignments, resulting in more than $200,000 in savings to the district.

- PAISD puts a high priority on obtaining state and federal grants to supplement its taxpayer dollars, and a district grants coordinator monitors all grant activities within the district. In 1997-98, the district will receive more than $10 million in supplemental state and federal funding.

- PAISD updates its curriculum guides on a regular basis. In addition to spending between $50,000 and $100,000 annually on curriculum revisions, the district participates in Project ABCD, a statewide project that gives the district an additional $7,500 per year for this purpose. Supplemental curricula developed though Project ABCD are distributed to all schools on CD-ROM, thereby allowing the district to keep its curricula current.

- PAISD is one of only a few Texas school districts that participate in the federal Social Security program for their employees. PAISD and its employees both contribute amounts equal to 7.65 percent of each employee's salary to the program, thus providing employees with additional retirement benefits over and above those provided by the state's Teachers Retirement System.

- PAISD provides extensive pre-kindergarten services through federal Head Start and Individuals with Disabilities Act grants as well as collaborative agreements with local service providers such as the South East Regional Planning Commission, Texas Mentor School Network, Capeland Center for Communication Disorders, Lamar University, and many others.

- PAISD offers a wide assortment of publications to the community, the media, parents, students, and district employees, including weekly and monthly newsletters and annual brochures and pamphlets.

- Peace Week, a week-long event involving students and the community at large, promotes the peaceful resolution of conflicts within PAISD's student body. The program involves the entire community in various activities, and asks students to write essays on the topic, express themselves through art, and make a conscious effort to resolve conflicts in a nonviolent manner.

- PAISD joined the Southeast Texas Telecommunications Educational Network, a consortium of school districts lead by the Region V Educational Service Center, which is designed to give the district direct access to the Internet at considerably less cost than would result if it were purchased separately.

BEST COPY AVAILABLE

- In April 1997, PAISD adopted an "acceptable use" policy to govern the use of its electronic communications system, including Internet access. The policy includes an agreement that is signed by students, parents or guardians, and employees. The acceptable use policy clearly explains how employees may use the district's resources, and sets appropriate boundaries on student access to materials on the Internet.

- PAISD achieves efficiency in its purchasing functions by taking advantage of both regional and state-level cooperative purchasing programs, while also soliciting bids for many items locally. The district compares prices from all sources and makes purchases based on the lowest available price.

- PAISD's Child Nutrition Services Department operates profitably and has used its positive fund balance to purchase computers and software to further improve its operations. In addition, its funds have been used to remodel an aging cafeteria and improve service to the students and staff of that campus.

Chapter by Chapter: Key Findings and Recommendations

District Organization and Management: PAISD has operated under a court-ordered desegregation plan since September 1970. The ethnic makeup of the district has changed radically since 1970, however, and in some cases the plan now appears to be detrimental to the very children it was designed to help. PAISD should carefully evaluate the value of continuing to operate under the desegregation order and should develop a plan to support student and community diversity.

Although PAISD has reduced its number of central office staff, its current organizational structure is not as effective or efficient as it might be. Misaligned positions, duplicative efforts by various departments, an absence of basic internal controls, and excessive spans of control all lead to a general lack of accountability. The district should realign some management-level positions and reorganize some departments.

Educational Service Delivery: Student performance in PAISD is improving, but still falls below state and regional averages. The Curriculum and Instruction Department's current organizational structure does not adequately support its mission. A series of recommendations would reorganize the department and establish a system of school-based instructional support.

Facilities Use and Management: PAISD has seen its student enrollment decline and shift in recent years, leaving a number of schools within the district underused while a few are overcrowded. Many of the schools are in dire need of repairs and renovations; as noted above, nearly $13 million in necessary repairs have been identified by the district. TSPR recommends consolidating facilities by closing and selling excess schools and investing the money in capital improvements and maintenance projects at the remaining campuses.

Personnel Management: The district's high teacher turnover rate and its need for qualified teachers has forced it to hire a large number of teachers on emergency permits. PAISD should establish a formal recruitment plan to fill permanent teaching positions in critical areas such as bilingual education and special education.

TSPR also found significant discrepancies in salaries and salary schedules among staff in similar positions. The board has attempted to correct salary scales in some areas, but has not taken a comprehensive look at district salary scales in general. Correcting these discrepancies and regularly examining salary schedules should have a positive effect on the district's ability to recruit and retain highly qualified employees, and would protect the district from complaints of discrimination against any group of employees.

Financial Management: Turnover in key positions in the Business Office and a lack of written procedures make it difficult to determine how PAISD schools receive funds; moreover, the district's centralized approach to budgeting does not involve principals, teachers and site-based committees in the process as much as is desirable. PAISD should develop a formal site-based budgeting process that includes an allocation formula for staffing and funding at the campus level.

Risk Management: PAISD purchases or self-insures a wide variety of insurance coverage including employee health, workers' compensation, and property and casualty insurance. Hiring a risk manager to coordinate the purchase and administration of these plans and contracting for actuarial services to determine appropriate premiums and reserve balances should save the district as much as $300,000 annually.

Computers and Technology: PAISD has a strong interest in using technology for instructional purposes, but has lacked adequate staff support in this area. TSPR recommends that the district create positions for an instructional technology coordinator and a network support specialist; rearrange its computer repair function; and provide more training for both teachers and technology support employees. These measures should provide the level of support the district needs to move forward in applying technology to its educational mission.

Receiving and Warehousing: PAISD maintains two warehouses, one used primarily for receiving, food service storage, and custodial storage, and the other for maintenance supplies. A decentralized receiving process coupled with a passive order system, where goods are delivered when they are needed instead of being stored in bulk at one of the warehouses, would allow the district to consolidate its warehouse operations into a single location, thereby saving more than $100,000 annually.

Transportation: PAISD's aging bus fleet, its lack of adequate route supervision, and the use of uncertified mechanics to repair buses all are deficiencies that must be addressed to ensure the safety of the children that ride the buses each day. Much of the cost of additional route supervisors, a mechanic certification program, and a regular bus replacement policy could be offset if the district purchases a computerized routing system and establishes a true staggered-bell system, wherein students in various grade levels would start and end their school days at staggered times at least 30 minutes apart.

Safety and Security: PAISD's student attendance rates fall below state and regional averages. Poor attendance costs the district state funding while endangering the education its children receive. A comprehensive attendance management plan, coupled with support from local law enforcement groups, could result in improved attendance rates, improve student performance, and increase state funding.

PAISD's Student Code of Conduct provides a comprehensive guide for disciplinary action that complies with state law and local policies, but the *application* of that code is inconsistent, and the roles and responsibilities of the district security force are ill-defined. Additional discipline-management training for principals, teachers, school support personnel, and police officers, as well as clearly defined goals and objectives for the safety and security function, would help the district maintain discipline and keep children and staff safe in school.

Savings and Investment Requirements

Many of TSPR's recommendations would result in savings and increased revenue that could be used to meet students' needs more effectively. As already noted, the savings opportunities identified in this report are conservative and should be considered minimums. Proposed investments of additional funds usually are related to the creation of increased efficiencies or savings or the enhancement of productivity and effectiveness.

As shown in **Exhibit 2**, full implementation of the recommendations in this report could produce net savings of more than $1.3 million in the first year. PAISD could achieve total net savings of more than $10.2 million by 2002-2003 if all of TSPR's recommendations are implemented.

Exhibit 2
Summary of Net Savings

Year		Total
1998-99	Initial Annual Net Savings	$1,307,711
1999-00	Additional Annual Net Savings	$1,959,524
2000-01	Additional Annual Net Savings	$1,989,852
2001-02	Additional Annual Net Savings	$1,936,468
2002-03	Additional Annual Net Savings	$1,935,084
	One Time Net Savings	$1,076,100
TOTAL SAVINGS PROJECTED FOR 1999-2003		**$10,204,739**

A detailed list of costs and savings by recommendation is found in **Exhibit 3**. The page number for each recommendation is listed in the summary chart for reference purposes. Detailed implementation strategies, timelines, and estimates of fiscal impacts follow each recommendation in this report. The implementation section associated with each recommendation highlights the series of actions needed to achieve the proposed results. Some should be implemented immediately, some over the next year or two, and some over several years.

TSPR recommends that the PAISD board ask district administrators to review these recommendations, develop a plan to proceed with their implementation, and monitor subsequent progress. As always, TSPR is available to help implement its proposals.

BEST COPY AVAILABLE

Exhibit 3
Fiscal Impact of Recommendations

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
Chapter 2: District Organization and Management								
1	Evaluate the value of continuing to operate under the desegregation order. (p. 27)	$0	$0	$0	$0	$0	$0	($20,000)
2	Redesign the board agenda to increase public input and the focus on policy issues. (p. 29)	$0	$0	$0	$0	$0	$0	
3	Review all local personnel policies and identify any potential areas where board policy exceeds the board's appropriate role and responsibilities. (p. 31)	$0	$0	$0	$0	$0	$0	
4	Train board members on a continuing basis in school district governance and hire a facilitator annually to conduct team-building exercises. (p. 32)	($10,800)	($10,800)	($10,800)	($10,800)	($10,800)	($54,000)	
5	Hold meetings of the board's standing committees each month to increase the board's awareness of key instructional, finance, and facilities issues. (p. 33)	$0	$0	$0	$0	$0	$0	
6	Store official board documents in a fireproof cabinet. (p. 34)	$0	$0	$0	$0	$0	$0	
7	Develop a formal procedure for policy development. (p. 36)	$0	$0	$0	$0	$0	$0	
8	Automate the PAISD policy manual to make it more accessible to the staff and public. (p. 37)	$840	$840	$840	$840	$840	$4,200	
9	Develop a comprehensive district administrative procedures manual or a series of department/ division procedures manuals. (p. 38)	$0	$0	$0	$0	$0	$0	
10	Realign the assistant superintendent positions to better manage district operations, finances, and educational service delivery. (p. 44)	$0	$0	$0	$0	$0	$0	

BEST COPY AVAILABLE

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
11	Create an independent panel to hear employee complaints. (p. 48)	$0	$0	$0	$0	$0	$0	
12	Develop a comprehensive strategic plan that reflects the district's unique goals and objectives. (p. 50)	$0	$0	$0	$0	$0	$0	
13	Integrate the planning, budgeting and program evaluation functions of the district. (p. 52)	$0	$0	$0	$0	$0	$0	
14	Develop a comprehensive policy on program evaluation and establish procedures for data collection and management. (p. 54)	$0	$0	$0	$0	$0	$0	
15	Clarify the role of District Decision Process Committee and establish a clear focus on educational issues. (p. 56)	$0	$0	$0	$0	$0	$0	
16	Strengthen the role of the executive cabinet by including all directors and provide a framework for the PAISD central office to facilitate high quality services to schools. (p. 57)	$0	$0	$0	$0	$0	$0	
17	Provide expert professional development in site-based management and leadership to principals. (p. 59)	$0	$0	$0	$0	$0	$0	
18	Strengthen CIPs by linking the planning, evaluation, and budget components. (p. 60)	$0	$0	$0	$0	$0	$0	
19	Ensure that PAISD's Campus Site-Based Committees welcome and recruit a wide variety of parents, community, and business representatives who want to be involved in the decision-making process. (p. 61)	$0	$0	$0	$0	$0	$0	
	Totals-Chapter 2	($9,960)	($9,960)	($9,960)	($9,960)	($9,960)	($49,800)	($20,000)

BEST COPY AVAILABLE

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
Chapter 3: Educational Service Delivery and Performance Measures								
20	Create a director of Curriculum position to oversee and coordinate all curricular and instructional programs. (p. 67)	$0	($68,600)	($68,600)	($68,600)	($68,600)	($274,400)	
21	Reclassify the five elementary supervisor positions as curriculum specialists and provide more school-based instructional support and place responsibility for all Gifted and Talented programs under one supervisor. (p. 69)	$11,706	$23,412	$35,118	$46,824	$58,530	$175,590	
22	Reclassify two of the four secondary supervisor positions as curriculum specialists and eliminate two supervisory positions. (p. 70)	$118,708	$118,708	$142,120	$142,120	$142,120	$663,776	
23	Eliminate the position of library supervisor. (p. 71)	$59,400	$59,400	$59,400	$59,400	$59,400	$297,000	
24	Reclassify the director of Bilingual/ESL, Foreign Language, and Language Arts as the supervisor of bilingual/ESL programs and move all unrelated functions to the new director of Curriculum. (p. 72)	$0	$0	$9,300	$9,300	$9,300	$27,900	
25	Create a director of Special Programs position to provide oversight and coordination for all PAISD special programs, including Title I programs, at-risk programs, bilingual programs, and gifted and talented programs. (p. 73)	$0	($68,600)	($68,600)	($68,600)	($68,600)	($274,400)	
26	Create a position of director of Student Services to supervise nursing services, guidance counseling, and testing services. (p. 74)	$0	($68,600)	($68,600)	($68,600)	($68,600)	($274,400)	
27	Develop procedures that allow more professional flexibility in supporting teachers based on the individual needs at each school site. (p. 77)	$0	$0	$0	$0	$0	$0	

BEST COPY AVAILABLE

	Recommendation	Annual (Costs) or Savings/Revenue 1998-99	1999-2000	2000-01	2001-02	2002-03	Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
28	Establish an evaluation plan for all dropout prevention programs. (p. 83)	$0	$0	$0	$0	$0	$0	
29	Review PAISD's data collection methods and establish a system to verify the accuracy of PEIMS data before submitting them to TEA. (p. 85)	$0	$0	$0	$0	$0	$0	
30	Use Franklin and Washington Elementary Schools as model sites for a plan to integrate computer technology into classroom instruction at all schools. (p. 89)	$0	$0	$0	$0	$0	$0	
31	Implement a districtwide procedure for tracking students through the referral, screening, and placement process. (p. 95)	$0	$0	$0	$0	$0	$0	
32	Develop a plan to expand the inclusionary model to include more special education students in regular education classrooms. (p. 96)	$0	$0	$0	$0	$0	$0	
33	Design a system to make better use of diagnosticians' time and services. (p. 97)	$0	$0	$0	$0	$0	$0	
34	Increase coordination of the guidance program and develop a comprehensive guidance plan containing a strong career development component. (p. 100)	$0	$0	$0	$0	$0	$0	
35	Conduct a needs assessment to identify gaps in the Career and Technology program and create necessary solutions. (p. 102)	$0	$0	$0	$0	$0	$0	
36	Develop a long-range plan to integrate Career and Technology education programs at each high school and enhance Career and Technology education course offerings. (p. 104)	$0	$0	$0	$0	$0	$0	
37	Evaluate all Summit and VEGA programs and determine the best use of funds to serve all students. (p. 107)	$0	$0	$0	$0	$0	$0	

BEST COPY AVAILABLE

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
38	Design and implement a comprehensive plan for remedying PAISD's lack of certified bilingual instructors. (p. 110)	$0	$0	$0	$0	$0	$0	
39	Implement a standard for student reevaluation and develop a database to track student progress and overall program outcomes. (p. 111)	$0	$0	$0	$0	$0	$0	
40	The district's Language Proficiency Assessment Committee should provide detailed documentation of its recommendations for exemptions and evaluate bilingual/ESL TAAS exemptions on an annual basis. (p. 112)	$0	$0	$0	$0	$0	$0	
	Totals-Chapter 3	$189,814	($4,280)	$40,138	$51,844	$63,550	$341,066	$0
Chapter 4: Personnel Management								
41	Realign the reporting relations of the Administrative Services Department under one administrator to ensure the coordination of personnel functions. (p. 120)	$0	$0	$0	$0	$0	$0	
42	Upgrade the position of secretary for hourly employees to a personnel analyst. (p. 121)	($5,420)	($5,420)	($5,420)	($5,420)	($5,420)	($27,100)	
43	Cross-train all personnel employees in the full range of the department's duties. (p. 122)	$0	$0	$0	$0	$0	$0	
44	Develop a districtwide staffing allocation plan and require principals to submit an annual staff allocation plan with justification for any additional position requests. (p. 127)	$0	$0	$0	$0	$0	$0	
45	Develop a procedural manual that clearly describes the nature and implementation of all personnel policies. (p. 128)	$0	$0	$0	$0	$0	$0	
46	Develop an employee handbook. (p. 130)	$0	$0	$0	$0	$0	$0	

BEST COPY AVAILABLE

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
47	Generate monthly and yearly summary reports on all major personnel functions. (p. 131)	$0	$0	$0	$0	$0	$0	
48	Conduct annual salary comparisons and examine budgetary alternatives to determine if salary schedules should be adjusted. (p. 140)	$0	$0	$0	$0	$0	$0	
49	Establish a comprehensive policy and procedure for determining salaries based on an annually approved salary schedule. (p. 141)	$0	$0	$0	$0	$0	$0	
50	Revise the sick leave policy to institute an incentive program giving teachers with perfect attendance a stipend of $250 per school year or $100 for each semester of perfect attendance. (p. 143)	$73,167	$73,167	$73,167	$73,167	$73,167	$365,835	
51	Link administrative software systems between the Business Office and Administrative Services. (p. 144)	$0	$0	$0	$0	$0	$0	($1,500)
52	Establish a recruitment plan with measurable goals and objectives and expand recruiting efforts to fill permanent positions with certified professionals. (p. 150)	($12,000)	($12,000)	($12,000)	($12,000)	($12,000)	($60,000)	
53	Review and update all job descriptions and verify that performance responsibilities match employee duties. (p. 151)	$0	$0	$0	$0	$0	$0	
54	Ensure that all employee files contain official records and organize personnel files so that similar documents are grouped together for easy location. (p. 152)	$0	$0	$0	$0	$0	$0	
55	Evaluate all central office and school administrators annually in accordance with state law. (p. 155)	$0	$0	$0	$0	$0	$0	

BEST COPY AVAILABLE

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
56	Hire a training specialist and create a comprehensive staff development plan that includes focused training initiatives for administrators, professional employees, and support staff. (p. 156)	$0	($35,638)	($35,638)	($35,638)	($35,638)	($142,552)	
57	Provide a well-structured mentorship program at all schools and evaluate the cost benefits of providing a stipend to teachers who serve as mentors. (p. 158)	$0	$0	$0	$0	$0	$0	
58	Publish annual and monthly summaries of training course offerings. (p. 159)	$0	$0	$0	$0	$0	$0	
	Totals-Chapter 4	$55,747	$20,109	$20,109	$20,109	$20,109	$136,183	($1,500)
Chapter 5: Community Involvement								
59	Redefine the responsibilities and change the title from secretary to publications assistant. (p. 167)	$0	$0	$0	$0	$0	$0	
60	Use the annual report as an opportunity to present accountability information to parents and taxpayer and provide discussion on districtwide issues. (p. 170)	$0	$0	$0	$0	$0	$0	
61	Implement a quarterly public forum to allow members of the community to speak on educational issues. (p. 171)	$0	$0	$0	$0	$0	$0	
62	Include an agenda for each monthly school board meeting on the cable access channel as soon as it is available. (p. 172)	$0	$0	$0	$0	$0	$0	
63	Evaluate the costs and benefits of retaining the print shop. (p. 172)	$0	$57,835	$57,835	$57,835	$57,835	$231,340	
64	Develop a Community Involvement Plan in conjunction with existing business and civic partners to enhance community involvement at PAISD. (p. 177)	$0	$0	$0	$0	$0	$0	

BEST COPY AVAILABLE

	Recommendation	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
65	Create a youth advisory committee made of county and local officials involved with youth services to coordinate services for at-risk students. (p. 179)	$0	$0	$0	$0	$0	$0	
66	Name a liaison to booster organizations. (p. 180)	$0	$0	$0	$0	$0	$0	
67	Appoint a Spanish-speaking liaison from the superintendent's office to communicate regularly with Spanish-speaking parents about their children's education. (p. 181)	$0	$0	$0	$0	$0	$0	
	Totals-Chapter 5	$0	$57,835	$57,835	$57,835	$57,835	$231,340	$0
Chapter 6: Facilities and Energy Management								
68	Consolidate PAISD facilities by closing and selling excess schools and invest savings in capital improvements and maintenance projects. (p. 196)	$0	$1,197,700	$1,197,700	$1,197,700	$1,197,700	$4,790,800	$1,227,400
69	Develop a long-range facilities master plan and assign the responsibility for comprehensive facilities planning to the director of Maintenance. (p. 198)	$0	$0	$0	$0	$0	$0	($50,000)
70	Develop an operational and fiscal plan to address all facility maintenance and capital improvement needs. (p. 200)	$0	$0	$0	$0	$0	$0	
71	Hire a temporary employee to inventory the maintenance warehouse and enter into automated software system. (p. 200)	$0	$0	$0	$0	$0	$0	($7,200)
72	Assign additional duties to foremen with crews of less than six. (p. 201)	$0	$0	$0	$0	$0	$0	
73	Hire private contractors for capital improvement and renovation projects plus routine maintenance and repair work when a cost benefit analysis shows it to be prudent. (p. 202)	$0	$0	$0	$0	$0	$0	

BEST COPY AVAILABLE

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
74	Adjust attendance zones to balance enrollments and improve the use of all school facilities. (p. 204)	$0	$0	$0	$0	$0	$0	
75	Provide a standardized training program for all custodial employees. (p. 207)	$0	($8,900)	($8,900)	($8,900)	($8,900)	($35,600)	
76	Eliminate the position of custodial supervisor. (p. 208)	$0	$43,400	$43,400	$43,400	$43,400	$173,600	
77	Contract with an energy management firm to establish a sound district energy management policy and program, including installation of efficiency heating and air conditioning units and other energy-saving measures. (p. 211)	$0	$120,000	$120,000	$120,000	$120,000	$480,000	
	Totals-Chapter 6	$0	$1,352,200	$1,352,200	$1,352,200	$1,352,200	$5,408,800	$1,170,200
Chapter 7: Asset and Risk Management								
78	Hire a risk manager to handle all risk management functions and to reduce the district's insurance costs. (p. 217)	$0	$50,300	$50,300	$50,300	$50,300	$201,200	($4,300)
79	Contract with an actuary to review the district's claims history and retain only those earnings that are required to meet the needs of the fund. (p. 219)	$674,000	$97,000	$97,000	$47,000	$47,000	$962,000	
80	Reduce the costs of property and general liability insurance by researching ways to obtain the best coverage for the lowest cost. (p. 222)	$10,000	$10,000	$10,000	$10,000	$10,000	$50,000	
81	Contract with an actuary to determine the appropriate annual premiums to be paid to the Health Insurance Fund. (p. 225)	$225,000	$187,000	$149,000	$110,000	$73,000	$744,000	
82	Require detailed reports from the third party administrator and perform a financial analysis of health insurance costs. (p. 226)	$0	$0	$0	$0	$0	$0	
83	Consolidate PAISD's funds in four bank accounts. (p. 228)	$300	$300	$300	$300	$300	$1,500	

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
84	Invest daily cash balances at the highest possible interest rates to maximize income. (p. 231)	$109,300	$109,300	$109,300	$109,300	$109,300	$546,500	
85	Establish a cash forecasting policy and procedures to ensure that the district can successfully forecast its cash requirements. (p. 232)	$0	$0	$0	$0	$0	$0	
86	Install a bar-coding system to track fixed assets. (p. 234)	($200)	($200)	($200)	($200)	($200)	($1,000)	($4,000)
87	Reconcile the general ledger to the fixed-asset inventory list on a monthly basis. (p. 235)	$0	$0	$0	$0	$0	$0	
88	Establish an internal audit function and determine the best internal audit method for the district. (p. 236)	($60,000)	($60,000)	($60,000)	($60,000)	($60,000)	($300,000)	
89	Establish a fund balance management policy and develop administrative procedures to implement it. (p. 239)	$0	$0	$0	$0	$0	$0	
	Totals-Chapter 7	$958,400	$393,700	$355,700	$266,700	$229,700	$2,204,200	($8,300)
Chapter 8: Budgeting and Financial Management								
90	Reclassify the current CFO position to include only financial responsibilities. (p. 246)	$0	$0	$0	$0	$0	$0	
91	Reclassify the business operations auditor as a special revenue accountant in the Business Office and assign grant fund, food service, and athletics accounting functions to this position. (p. 247)	$0	$0	$0	$0	$0	$0	
92	Create a department of General Accounting. (p. 249)	$0	$0	$0	$0	$0	$0	
93	Give the accounting clerk the authority needed to oversee and control student activity funds.(p. 250)	$0	$0	$0	$0	$0	$0	

BEST COPY AVAILABLE

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
94	Document accounting and financial processes and develop an administrative procedures manual. (p. 254)	$0	$0	$0	$0	$0	$0	
95	Streamline the district's deposit procedures to reduce the number of individuals handling cash and checks and reduce the amount of time that deposits are held in district offices. (p. 255)	$0	$0	$0	$0	$0	$0	
96	Activate safeguards to prevent budget overexpenditures without approved budget amendments and provide training for all parties involved in the process. (p. 257)	$0	$0	$0	$0	$0	$0	($12,000)
97	Revise the format of the official budget document to include extensive, user-friendly information. (p. 262)	$0	$0	$0	$0	$0	$0	
98	Transfer responsibility for setting and enforcing KRONOS policy to the Administrative Services Department. (p. 263)	$0	$0	$0	$0	$0	$0	
99	Request that the Jefferson County Tax Assessor/Collector remit all tax collections through wire transfers or other electronic means. (p. 265)	$0	$0	$0	$0	$0	$0	
	Totals-Chapter 8	$0	$0	$0	$0	$0	$0	($12,000)
Chapter 9: Management Information Service and Educational Technology								
100	Create and fill an instructional technology coordinator position within the Computer Services unit. (p. 272)	($47,200)	($47,200)	($47,200)	($47,200)	($47,200)	($236,000)	
101	Transfer the computer repair technician to the Computer Services unit. (p. 273)	$0	$0	$0	$0	$0	$0	
102	Create and fill a network support specialist position. (p. 274)	($45,500)	($45,500)	($45,500)	($45,500)	($45,500)	($227,500)	

BEST COPY AVAILABLE

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
103	Reduce the size of the computer maintenance contracts and hire two computer repair technicians to provide districtwide repair support. (p. 275)	$7,000	$17,000	$17,000	$17,000	$17,000	$75,000	
104	Develop a formal plan for implementing a full wide area network, complete with milestones and target dates. (p. 279)	$0	$0	$0	$0	$0	$0	
105	Establish and fund a comprehensive plan to fully network all schools. (p. 280)	$0	$0	$0	$0	$0	$0	
106	Provide more in-depth training in technology for teachers, especially in how to effectively integrate technology into the curriculum. (p. 283)	($69,800)	($69,800)	($69,800)	($69,800)	($69,800)	($349,000)	
107	Implement a regular training program for technical personnel in the Information Services Department to enable them to stay abreast of developments in the rapidly changing technology industry. (p. 284)	($9,000)	($8,000)	($8,000)	($8,000)	($8,000)	($41,000)	
	Totals-Chapter 9	($164,500)	($153,500)	($153,500)	($153,500)	($153,500)	($778,500)	$0
Chapter 10: Purchasing and Warehousing Services								
108	Centralize all district purchasing in the Purchasing Department. (p. 299)	$0	$0	$0	$0	$0	$0	($20,000)
109	Print and distribute only the vendor copy of the purchase order. (p. 300)	$0	$0	$0	$0	$0	$0	
110	Explore cooperative purchasing arrangements with local governmental entities. (p. 301)	$0	$0	$0	$0	$0	$0	
111	Provide all Purchasing Department staff a minimum of 16 hours of training relating to purchasing laws each year. (p. 302)	($800)	($800)	($800)	($800)	($800)	($4,000)	

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
112	Decentralize the district's receiving function and transfer receiving responsibilities to each school and department. (p. 308)	$48,000	$48,000	$48,000	$48,000	$48,000	$240,000	
113	Create a passive order system for custodial supplies and base the campus allocations on a best practice of five cents of cleaning supplies per gross square foot. (p. 309)	$44,000	$44,000	$44,000	$44,000	$44,000	$220,000	
114	Relocate the custodial supply and food service storage to the Maintenance Building. (p. 310)	$0	$22,300	$22,300	$22,300	$22,300	$89,200	($19,000)
115	Establish an inventory system to track supply usage and inventory on hand. (p. 312)	$0	$0	$0	$0	$0	$0	
116	Charge the expenditure of supplies inventory to requesting schools and departments. (p. 313)	$0	$0	$0	$0	$0	$0	
117	Replace obsolete tools and contract with the manufacturer for repair or replacement when purchasing new tools. (p. 314)	$21,700	$21,700	$21,700	$21,700	$21,700	$108,500	
	Totals-Chapter 10	$112,900	$135,200	$135,200	$135,200	$135,200	$653,700	($39,000)
Chapter 11: Food Services								
118	Immediately fill the positions of child nutrition compliance supervisor and child nutrition project supervisor. (p. 323)	$0	$0	$0	$0	$0	$0	
119	Develop a preventive maintenance and replacement plan for Child Nutritional Services equipment. (p. 324)	$0	$0	$0	$0	$0	$0	
120	Develop procedures for all key tasks and include them in a manual circulated to all Child Nutritional Services employees. (p. 325)	$0	$0	$0	$0	$0	$0	
121	Establish bi-weekly staff meetings between the director of Child Nutritional Services and cafeteria managers. (p. 326)	$0	$0	$0	$0	$0	$0	

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	**1999-2000**	**2000-01**	**2001-02**	**2002-03**		
122	Expand the pilot project begun this year at Travis Elementary and change the approach to a "grab-and-go" quick service menu concept. (p. 329)	$11,910	$23,820	$35,730	$47,640	$59,550	$178,650	
123	Prohibit the sale of candy and other items sold in competition with Child Nutritional Services items in the cafeteria during lunch periods. (p. 330)	$0	$0	$0	$0	$0	$0	
124	Establish a system to regularly assess customer satisfaction with Child Nutritional Services. (p. 331)	$0	$0	$0	$0	$0	$0	
125	Establish labor cost percentages and productivity standards for the Child Nutritional Services Department and each cafeteria. (p. 335)	$12,000	$24,000	$36,000	$48,000	$60,000	$180,000	
126	Develop and implement a more accurate and detailed departmental budgeting and financial reporting system for Child Nutritional Services. (p. 336)	$0	$0	$0	$0	$0	$0	
127	Develop and implement a method to track food costs as part of the department's financial monitoring system and establish a departmental food cost standard (cost as a percentage of revenue) of 40 percent as a departmental performance measure. (p. 338)	$203,900	$203,900	$203,900	$203,900	$203,900	$1,019,500	
	Totals-Chapter 11	$227,810	$251,720	$275,630	$299,540	$323,450	$1,378,150	$0
Chapter 12: Transportation								
128	Train all bus drivers to accurately complete ridership reports and verify the results. (p. 345)	$0	$0	$0	$0	$0	$0	
129	Create two route supervisor positions within the Transportation Department and eliminate the dispatcher position. (p. 348)	($49,600)	($49,600)	($49,600)	($49,600)	($49,600)	($248,000)	

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
130	Retain enough regular drivers to cover all regular routes and reduce the number of auxiliary drivers to match peak needs. (p. 350)	$0	$0	$0	$0	$0	$0	
131	Collect data on key performance indicators to measure and monitor the performance of the district's Transportation operations. (p. 352)	$0	$0	$0	$0	$0	$0	
132	Change school starting and ending times to accommodate three runs per bus in the morning and three in the afternoon. (p. 356)	$0	$257,400	$257,400	$257,400	$257,400	$1,029,600	$5,500
133	Assess, purchase, and implement computer-based route scheduling software. (p. 357)	$14,300	$27,100	$27,100	$27,100	$27,100	$122,700	($14,000)
134	Install computers in the Maintenance Department and establish a process for tracking the costs of bus repairs. (p. 360)	$0	$0	$0	$0	$0	$0	($4,800)
135	Keep the parts store open until the Maintenance Department closes. (p. 361)	$0	$0	$0	$0	$0	$0	
136	Provide ASE certification training for all PAISD mechanics. (p. 362)	($500)	($500)	($500)	($500)	($500)	($2,500)	
137	Establish a bus replacement policy. (p. 364)	$0	($315,000)	($315,000)	($315,000)	($315,000)	($1,260,000)	
138	Establish policies and procedures for bus drivers involved in accidents. (p. 366)	$0	$0	$0	$0	$0	$0	
	Totals-Chapter 12	($35,800)	($80,600)	($80,600)	($80,600)	($80,600)	($358,200)	($13,300)
Chapter 13: Safety and Security								
139	Provide additional training to school principals and assistant principals, classroom teachers, and other school personnel in ways to manage discipline problems. (p. 373)	$0	$0	$0	$0	$0	$0	
140	Pilot a peer mediation program in PAISD. (p. 374)	$0	$0	$0	$0	$0	$0	

Recommendation		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-99	1999-2000	2000-01	2001-02	2002-03		
141	Implement an Alternative Education Program for elementary school students. (p. 380)	($46,000)	($92,000)	($92,000)	($92,000)	($92,000)	($414,000)	
142	Approve and implement an attendance management plan. (p. 384)	$0	$0	$0	$0	$0	$0	
143	Establish an Absent Student Assistance Program with the assistance of the Jefferson County Constable's department to increase student attendance. (p. 387)	$19,300	$89,100	$89,100	$89,100	$89,100	$375,700	
144	Establish goals and objectives for PAISD's safety and security function. (p. 391)	$0	$0	$0	$0	$0	$0	
145	Develop training for police officers in student management and require officers working on PAISD high school campuses to participate in the training. (p. 392)	$0	$0	$0	$0	$0	$0	
Totals-Chapter 13		**($26,700)**	**($2,900)**	**($2,900)**	**($2,900)**	**($2,900)**	**($38,300)**	**$0**
TOTAL SAVINGS		**$1,664,531**	**$2,926,682**	**$2,957,010**	**$2,903,626**	**$2,902,242**	**$13,354,091**	**$1,232,900**
TOTAL (COSTS)		**($356,820)**	**($967,158)**	**($967,158)**	**($967,158)**	**($967,158)**	**($4,225,452)**	**($156,800)**
TOTAL NET SAVINGS		**$1,307,711**	**$1,959,524**	**$1,989,852**	**$1,936,468**	**$1,935,084**	**$9,128,639**	**$1,076,100**

5 Year Gross Savings	**$14,586,991**
5 Year Costs	**($4,382,252)**
Grand Total	**$10,204,739**

PORT ARTHUR
INDEPENDENT SCHOOL DISTRICT

INTRODUCTION

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

BEST COPY AVAILABLE

Chapter 1

INTRODUCTION

A. *METHODOLOGY*

Major activities for TSPR's review were scheduled and carried out as shown in **Exhibit 1-1**. Throughout the project, every effort was made to minimize disruptions to schools and the district office. The review was completed in six months.

Exhibit 1-1
PAISD Management and Performance Review
Major Activities by Month

Month	Major Activities
December 1997	• Signed contract with MGT and the Comptroller of Public Accounts.
January 1998	• Conducted initial meetings between PAISD officials and TSPR staff. • Designed surveys for PAISD administrators, principals, and teachers. • Designed interview and focus-group instruments. • Obtained existing PAISD reports and materials. • Analyzed existing reports and materials on PAISD obtained from the district and state. • Conducted surveys and analyzed results from PAISD administrators, principals, and teachers. • Conducted and summarized findings from interviews and focus groups with PAISD board members, community leaders, and Port Arthur citizens.
February 1998	• Conducted in-depth, on-site reviews designed to document local conditions as well as public, employee, and student input and concerns.
January 1998 - April 1998	• Collected and analyzed additional information. • Developed draft report. • Reviewed draft report and made revisions.
May 1998	• Presented final findings and recommendations for PAISD management and performance review.

Source: MGT of America, Inc.

Stakeholder Involvement

During the weeks of January 12 and February 2, 1998, TSPR's review team conducted on-site interviews in Port Arthur with representatives from the school district and community organizations and businesses, board members, and Port Arthur citizens. More than 150 people participated in individual interviews and focus-group sessions. In addition, about 125 people attended open forums held at the Thomas Jefferson High School cafeteria on January 13, 1998 and the Port Arthur Public Library on February 2, 1998. These forums provided an additional opportunity for PAISD residents to meet with the review team and discuss their ideas for improving the school system.

Interview and focus-group findings, public forum comments, and a summary of board comments are included in **Appendix A**. **Appendix B** contains the guide followed in interviewing administrators, school principals, teachers, parents, and community members. **Appendix C** contains the guide followed in interviewing board members.

In January 1998, TSPR also circulated three different surveys to obtain the views of PAISD administrators, school principals, and teachers concerning district management and operations. While the surveys varied depending upon the target population, common elements in each survey established a database for comparing the perceptions of district personnel about educational opportunities and operations in PAISD.

The survey results, including the instruments used, are included in **Appendix D** for the administrators survey; **Appendix E** for the principals survey; and **Appendix F** for the teacher survey.

These surveys, interviews, and focus groups assisted the review team in identifying the major issues and concerns of the Port Arthur community. Concerned citizens also were encouraged to contact TSPR throughout the review by calling the Comptroller's 1-800-BEATWASTE hotline. Significant issues gathered through these means were incorporated into the scope of TSPR's review.

On-Site Review

In early February, nine members from TSPR review team began their on-site review work. These individuals were organized into teams assigned to 12 performance areas:

- District Organization and Management
- Educational Service Delivery and Performance Measures
- Personnel Management
- Community Involvement
- Facilities Use and Management
- Asset and Risk Management
- Financial Management
- Management Information Services and Instructional Technology
- Purchasing and Warehouse Services
- Food Service
- Transportation
- Safety and Security

Following the collection and analysis of data and information from community input and surveys, TSPR developed guidelines to reflect local rules and regulations; allow for unique conditions of PAISD; and incorporate input of Port Arthur citizens, community leaders, administrators, principals, and teachers.

The on-site review included meetings with a full range of district and school-level staff and the subsequent review of data and documentation provided by individuals. Members of the review team conducted formal reviews with school personnel from all of the district's schools and education centers. The 18 schools and education centers are listed below:

- Thomas Jefferson High School
- Lincoln High School
- Austin Middle/High School
- Edison Middle School
- Woodrow Wilson Middle School
- DeQueen Elementary
- Dowling Elementary
- Franklin Elementary
- Houston Elementary
- Hughen School (Special Programs)
- Lee Elementary
- Pease Elementary
- Stilwell Technical Center
- Travis Elementary
- Tyrrell Elementary
- Washington Elementary
- Wheatley School of Special Programs
- Lamar Community Guidance Center (Alternative Education)

B. OVERVIEW OF PAISD

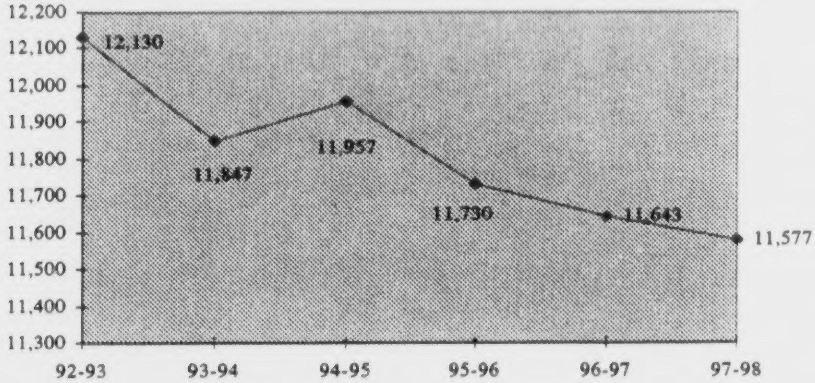
School districts across Texas vary tremendously in demographic characteristics, student performance, resources and spending priorities. As part of this review, PAISD's general practices and characteristics were compared to a set of "peer" districts with characteristics similar to PAISD's, as well as to the Texas Education Agency's (TEA's) Region V (to which PAISD belongs) and the state as a whole. These comparisons provided a profile of the challenges PAISD faces in providing efficient and effective educational services.

Student Demographics

During the 1997-98 school year, PAISD is serving 11,579 students. This student body faces a number of instructional challenges. Many of PAISD's students come from diverse ethnic backgrounds, including African-American, Hispanic, and Vietnamese descent. More than three-quarters of PAISD's students are considered economically disadvantaged.

PAISD has 18 schools and education centers, including two high schools, one combined high school/middle school, two middle schools, ten elementary schools, two special-population schools, and one technology center. PAISD's enrollment declined between 1992-93 and 1997-98 (**Exhibit 1-2**).

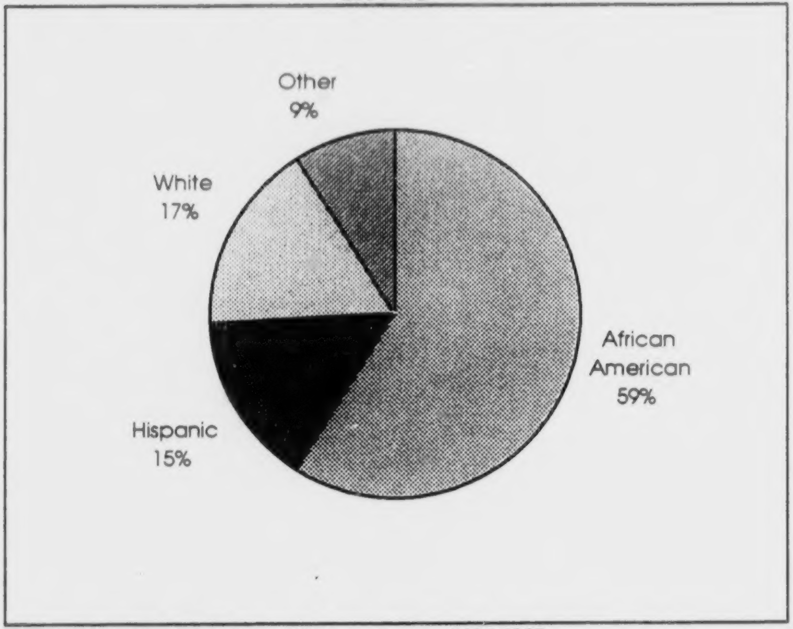
Exhibit 1-2
Student Enrollment 1992-93 Through 1997-98



Source: Academic Excellence Indicator System, 1992-93 through 1996-97, 1997-98 PEIMS Data Review, October 1 count.

PAISD's student population is predominantly African-American (**Exhibit 1-3**). PAISD's ethnic composition has changed drastically since a 1970 federal desegregation order was imposed on a predominantly white district.

Exhibit 1-3
Student Ethnicity in the PAISD
1997-98



Source: Academic Excellence Indicator System, 1996-1997.

BEST COPY AVAILABLE

PAISD selected six "peer" districts for the purpose of comparison. The six peer districts are:

- Beaumont ISD
- Bryan ISD
- Galveston ISD
- Longview ISD
- North Forest ISD
- Waco ISD

As noted above, TSPR also compared PAISD characteristics with those of Region V and the state as a whole. **Exhibit 1-4** shows enrollment characteristics for PAISD, and the six peer districts.

Exhibit 1-4
Enrollment Characteristics
PAISD versus Peer Districts, Region V and the State
1996-97

	PAISD	Beaumont ISD	Bryan ISD	Galveston ISD	Longview ISD	North Forest ISD	Waco ISD	Peer Average	Region V	State of Texas
	1996-97								1996-97	1996-97
TOTAL ENROLLMENT	11,591	19,999	13,188	10,042	8,376	13,758	16,170	13,589	87,597	3,828,975
ETHNICITY										
African American	59	65	24	38	51	84	40	50	31	14
Hispanic	15	7	30	31	10	14	36	21	5	37
White	17	26	45	29	39	1	24	27	62	46
Asian/Pacific Islander	9	2	1	2	1	< 1	1	1	2	2
Native American	<1	< 1	< 1	< 1	< 1	0	< 1	0	< 1	< 1
SPECIAL PROGRAMS										
Special Education	8	14	16	13	13	5	11	12	14	12
Bilingual/ESL	9	4	7	13	5	7	8	7	3	12
Career/Technology	13	19	22	20	13	23	9	18	21	17
Gifted/Talented	3	7	18	7	8	7	10	10	7	8
ECONOMIC STATUS										
Economically Disadvantaged	72.2	61.4	57.8	59.9	49.4	64.8	71.6	60.8	44.9	48.1

Source: Academic Excellence Indicator System, 1996-97 District Performance. Texas Education Agency.

Exhibit 1-4 shows that:

- PAISD and its peer districts are similar in size, ethnic diversity, and their shares of economically disadvantaged students.
- PAISD and its peers have student populations that are significantly more diverse than Region V or the state.
- PAISD falls below average in its percentage of students attending special education, career and technology, and gifted and talented programs.

Student Performance

TEA uses a variety of indicators to measure student performance. **Exhibit 1-5** compares PAISD with its peer districts, Region V, and state averages for dropout and graduation rates, average performance on the Texas Assessment of Academic Skills (TAAS) test, and scores on the Scholastic Achievement Test (SAT) and American College Test (ACT).

BEST COPY AVAILABLE

Exhibit 1-5
Student Performance for PAISD, Six Peer Districts Region V and the State of Texas
1996-97

Attendance	PAISD	Beaumont ISD	Bryan ISD	Galveston ISD	Longview ISD	North Forest ISD	Waco ISD	Peer Average	Region V	State
Annual Attendance Rate (95-96)*	**92.8**	94.2	94.9	92.6	95.0	93.5	93.2	93.9	94.6	95.1
Annual Dropout Rate (95-96)*	**3.3**	2.3	1.1	3.7	2.3	1.7	2.2	2.2	1.7	1.8
Number of Graduates (Class of 1996	**507**	777	549	363	375	549	NA	436	4373	2E+05
Percent Passing TAAS										
All tests	**53.9**	66.7	72.0	65.5	72.7	62.1	53.3	65.4	72.9	73.2
Reading	**71.4**	79.9	82.7	78.2	83.4	78.2	67.2	78.3	84.6	84.0
Writing	**76.4**	82.7	86.0	77.6	82.0	81.0	68.1	79.6	86.5	85.3
Mathematics	**62.1**	74.1	77.8	74.5	80.0	69.8	62.7	73.2	79.6	80.1
African-American	**44.9**	57.4	46.7	50.1	59.3	61.4	42.7	52.9	53.4	55.7
Hispanic	**58.4**	70.4	59.1	60.8	67.7	65.2	51.2	62.4	67.1	61.9
White	**73.2**	86.2	88.0	85.5	89.5	68.9	75.7	82.3	82.3	84.9
Asian/Pacific Islander	**74.7**	82.1	81.8	92.9	100.0	77.8	79.2	85.6	78.8	86.7
Native American	**56.3**	70.0	NA	88.1	NA	NA	55.6	71.2	70.1	74.7
Economic Disadvantaged	**50.3**	56.7	55.9	54.0	61.4	62.2	46.7	56.2	59.9	60.2
College Entrance										
Percent Tested (Class of '96)	**44.6**	61.0	59.4	57.4	63.7	40.5	NA	47.0	64.2	64.7
Percent At or Above Crtiterion	**10.2**	22.7	27.5	32.5	23.4	1.9	11.9	20.0	19.1	26.3
SAT Mean Score ('96)	**868**	935	981	1020	970	787	935	938	943	993
ACT Mean Score ('96)	**17.6**	21.2	21.1	18.3	17.8	16	17.9	18.7	20.5	20.1

Source: Academic Excellence Indicator System, 1996-97 District Performance. Texas Education Agency.

In general, students in PAISD perform below students in peer districts, Region V, and the state. Only one district, Waco ISD, ranks below PAISD on overall TAAS performance and TAAS math performance. On college entrance tests, PAISD tests fewer students and scores significantly below peer districts, Region V, and the state.

Despite these results, PAISD has made gains over the last two years in addressing the educational performance of its students.

Exhibit 1-6 compares PAISD staffing with its peer districts and with Region V and state averages.

BEST COPY AVAILABLE

Exhibit 1-6
Personnel Statistics
PAISD, Six Peer Districts, Region V and State
1996-97

	PAISD	Beaumont ISD	Bryan ISD	Galveston ISD	Longview ISD	North Forest ISD	Waco ISD	Peer Average	Region V	State
TOTAL										
Total Staff FTE	1,428	2,564	1,866	1,383	1,194	1,625	1,955	1,765	11,436	476,877
Total Teacher FTE	698	1,351	917	679	608	843	1,062	910	5,853	247,651
CLASSIFICATION (Percent)										
Central Administrative	0	1	1	1	1	1	0	1	1	1
Campus Administrative	3	3	2	2	2	2	3	2	3	3
Professional Support Staff	8	6	6	8	7	7	7	7	6	7
Teachers	49	53	49	49	51	52	54	51	51	52
Educational Aides	10	0	9	10	11	5	0	6	7	9
Auxiliary Staff	30	39	32	31	29	34	35	33	32	29
TEACHERS										
ETHNICITY										
African American	38	36	7	26	26	89	20	34	16	8
Hispanic	4	1	6	9	2	1	5	4	2	16
White	55	62	86	64	72	9	73	61	82	76
Asian/Pacific Islander	3	1	< 1	1	0	1	1	1	1	1
Native American	< 1	< 1	0	< 1	0	0	< 1	< 1	< 1	< 1
AREA OF CONCENTRATION										
Regular Education	63	71	69	76	59	70	83	71	72	72
Special Education	9	11	13	8	14	5	8	10	11	10
Compensatory Education	10	7	3	4	17	13	2	8	6	4
Bilingual / ESL Education	6	2	4	4	2	2	1	3	1	7
Career/Technology Education	5	4	5	4	4	6	4	5	5	4
Other Education	6	5	3	3	2	1	1	3	3	2
TEACHERS' BACKGROUND										
Avg. Years of Experience	13.2	13.6	10.2	12.3	13.2	15.2	12.4	12.8	13.0	11.7
0 to 5 Years of Experience	37.1	28.0	42.9	40.3	28.7	25.5	33.9	33.2	28.7	33.4
With Advance of Degrees	26.9	95.9	23.8	30.2	37.3	44.8	19.7	42.0	39.2	27.0
Number With Permits	7.6	8.4	1.4	3.1	4.9	7.2	5.9	5.2	5.3	4.0
Turnover Rate	15.5	9.0	16.9	13.7	10.3	7.9	16.9	12.5	11.9	12.6

Source: Academic Excellence Indicator System, 1996-97 District Performance. Texas Education Agency.

With 1,428 full-time employees in 1996-97, PAISD is about average among its peers in the percentage of staff assigned to central administration, campus administration, professional support staff, teachers, educational aides, and auxiliary staff.

BEST COPY AVAILABLE

Other notable staff characteristics include the following:

- At 38 percent, PAISD has a significantly higher percentage of African American staff than either Region V (16 percent), or the state (8 percent).
- Hispanic and other ethnic minority groups also make up a higher percentage of staff in PAISD than in Region V as a whole. The percentage of minority staff, however, is still well below the percentage of students from the same ethnic groups attending school in the district.
- PAISD's percentage of teachers who are not certified and teach on emergency permits is higher than in all but one of its peer districts (Beaumont ISD).
- PAISD has fewer teachers instructing in regular education and more teachers instructing in other educational areas than all the comparison groups except Beaumont ISD.

Exhibit 1-7 compares staff-per-student ratios and average salaries. PAISD has a higher ratio of students to total staff and students per teacher than most of the comparison groups.

Exhibit 1-7
Staff Per Student and Average Salaries
PAISD versus Peer Districts, Region V, and the State
1996-97 School Year

School District	Number Students/ Total Staff	Number Students/ Teacher	Average Salary			
			Central Administration	Campus Administration	Teachers	Professional Support
North Forest ISD	8.5	16.3	$71,104	$56,897	$36,166	$47,185
Waco ISD	8.3	15.2	$55,666	$46,593	$29,802	$37,570
Port Arthur ISD	**8.1**	**16.6**	**$76,369**	**$49,924**	**$32,226**	**$39,926**
State	8	15.5	$60,278	$50,713	$32,426	$39,697
Beaumont ISD	7.8	14.8	$68,950	$53,927	$32,954	$40,848
Avg. Without PAISD	7.7	14.9	$64,245	$51,069	$32,216	$38,951
Region V	7.7	15	$60,623	$49,395	$31,819	$38,629
Galveston ISD	7.3	14.8	$64,246	$51,349	$32,559	$38,061
Bryan ISD	7.1	14.4	$59,395	$47,871	$30,321	$36,132
Longview ISD	7	13.8	$66,108	$49,777	$31,493	$33,911

Source: Academic Excellence Indicator System, 1996-97 District Performance. Texas Education Agency.

Average salaries in PAISD are significantly higher than the comparison groups for central office administrators, and about average for campus administrators, teachers, and professional support staff.

Financial Statistics

Exhibits 1-8 and **1-11** summarize PAISD's revenues and expenditures.

- PAISD receives a lower percentage of its revenues from the state than its peer districts or the Region V and state averages.
- Local revenues provide a higher percentage of PAISD's total revenues than in several of the comparison groups.

BEST COPY AVAILABLE

- PAISD receives a higher percentage of its funds from the federal government than do the comparison groups.
- PAISD's total revenue per pupil is similar to Region V and state averages.
- PAISD expenditures by major function are consistent with Region V and state trends. PAISD spends slightly more on instruction and considerably less on non-operating expenditures.

Exhibit 1-8
PAISD Revenue Sources
1995-96 through 1997-98

Revenue	1995-96 Actual		1996-97 Actual		1997-98 Budgeted	
Local	$42,171,915	61.3%	$41,918,389	59.3%	$35,776,692	54.0%
State	$18,683,623	27.2%	$20,159,402	28.5%	$21,080,610	31.8%
Federal	$7,907,899	11.5%	$8,627,605	12.2%	$9,374,370	14.2%
Total	**$68,763,437**	**100%**	**$70,705,396**	**100%**	**$66,231,672**	**100%**

Source: PAISD Business Office.

Exhibit 1-9
Expenditures by Function for All Funds
1995-96 through 1997-98

Expenditures	1995-96 Actual	1996-97 Actual	1997-98 Budgeted
Instruction	$35,616,903	$36,283,743	$38,460,766
Instructional Leadership	913,017	946,911	1,428,767
School Leadership	3,802,487	4,126,956	4,229,352
Curriculum/Personnel Devel.	232,141	74,453	166,706
Community Services	303,918	344,176	431,787
Guidance Counseling/Eval.	2,091,931	2,249,580	2,397,551
Health Services	749,512	801,234	831,100
Pupil Transportation	2,040,009	1,987,646	2,128,157
Food Services	3,775,127	3,615,108	4,005,428
Co- and Extra- Curricular	1,496,049	1,478,785	2,038,390
General Administration	5,881,603	6,271,603	2,467,387
Debt Services	60,139	61,943	59,600
Plant Maint./Operations	7,526,717	7,456,172	7,969,489
Security and Monitoring	-	16,573	261,738
Facility Acq/Construction	267,050	1,521,687	1,113,194
Computer Services	390,915	390,605	458,163
Total Expenditures	**$65,147,519**	**$67,627,175**	**$68,447,575**

Source: PAISD Business Office.

BEST COPY AVAILABLE

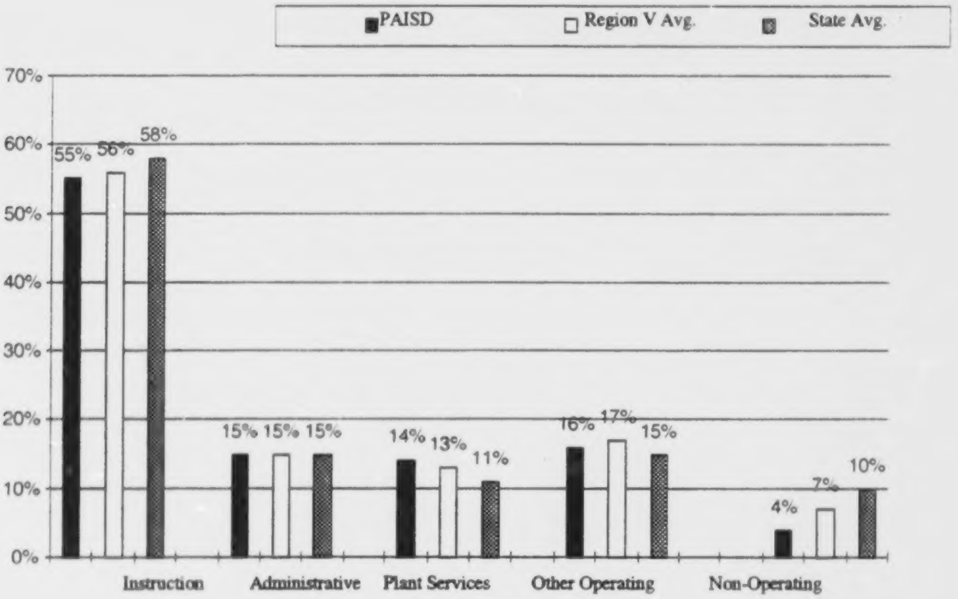
Exhibit 1-10
Revenue Sources
PAISD versus Peer Districts, Region V, and the State
1996-97 School Year

REVENUE CATEGORIES				
School District	**Percent State**	**Percent Local and Other**	**Percent Federal**	**Total Revenue Per Pupil**
Bryan ISD	54	46	0	$5,502
Galveston ISD	32	63	4	$5,249
Waco	58	37	5	$5,286
Beaumont ISD	17	79	4	$5,248
Longview ISD	30	66	4	$4,992
Port Arthur ISD	**30**	**65**	**5**	**$4,961**
North Forest ISD	77	18	5	$4,858
Average With PAISD	43	53	4	**$5,157**
Average Without PAISD	**45**	**52**	**4**	**$5,189**
Region V	**39**	**58**	**3**	**$5,080**
State of Texas	**45**	**52**	**4**	**$5,166**

Source: Academic Excellence Indicator System, Texas Education Agency.

BEST COPY AVAILABLE

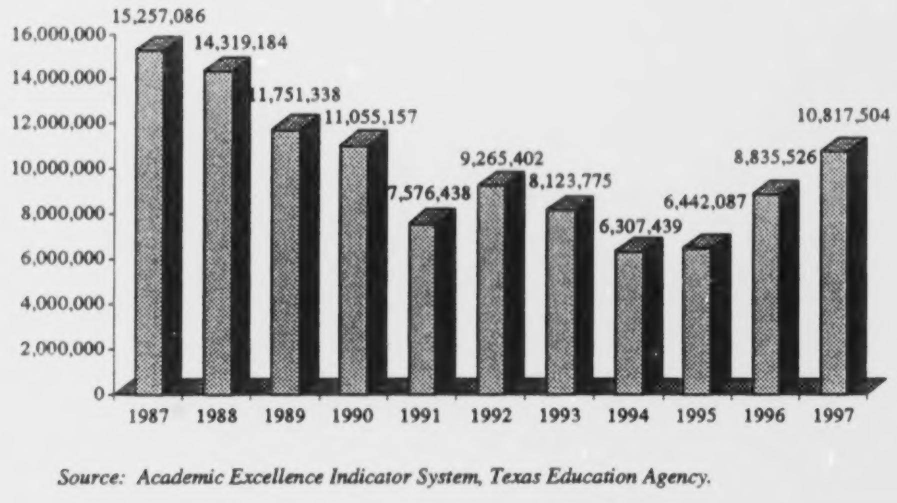
Exhibit 1-11
Percent of Expenditures by Major Function



Source: Academic Excellence Indicator System, 1996-97 District Performance. Texas Education Agency.

As shown in **Exhibit 1-12**, since 1987 PAISD's general fund balance has fluctuated from a high of $15.3 million in 1987 to a low of $6.3 million in 1994. The 1997 fund balance was $10.8 million.

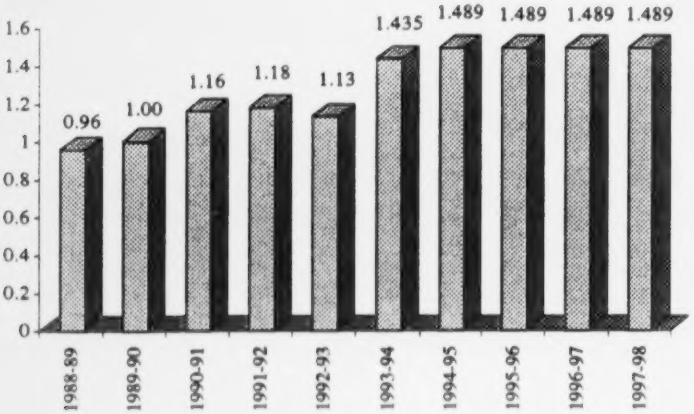
Exhibit 1-12
PAISD General Fund Balance Profile
1987-1996



Source: Academic Excellence Indicator System, Texas Education Agency.

PAISD tax rates beginning in 1994-95 have almost reached the state maximum of $1.50 (**Exhibit 1-13**).

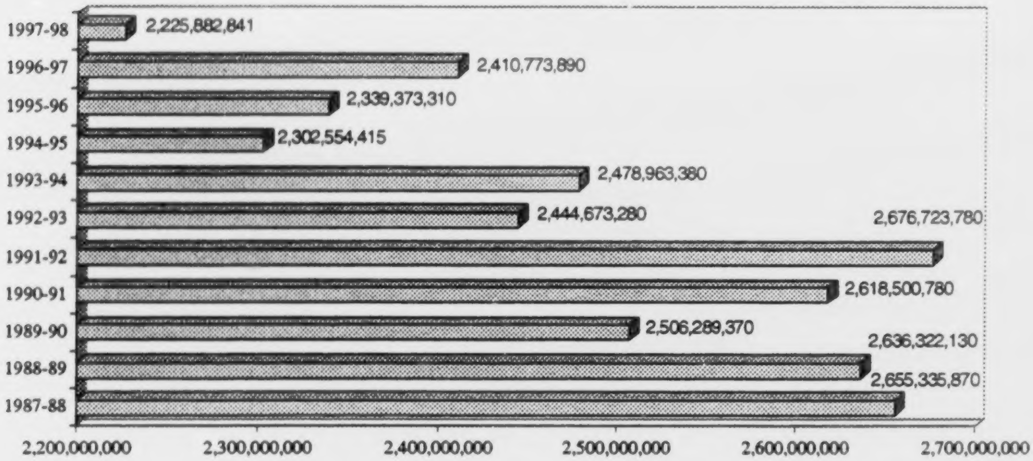
Exhibit 1-13
Port Arthur Independent School District
Comparison of Tax Rates



Source: Academic Excellence Indicator System, 1996-97 District Performance. Texas Education Agency.

Exhibit 1-13 compares the taxable values from 1989 through 1998. Taxable values in Port Arthur have declined since 1994-95.

Exhibit 1-14
Port Arthur Independent School District
Taxable Values



Source: Academic Excellence Indicator System, 1996-97 District Performance. Texas Education Agency.

In short, PAISD serves a smaller, more diverse population than in previous years. Students who attend PAISD present the district with a wide range of ethnic, economic, and linguistic challenges. Despite some improvements in the last two years, PAISD's student performance remains below peer, state, and regional averages.

PORT ARTHUR

DISTRICT ORGANIZATION AND MANAGEMENT

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 2

DISTRICT ORGANIZATION AND MANAGEMENT

This chapter looks at the overall organization and management of the Port Arthur Independent School District (PAISD). Discussion includes the following categories:

A. Board and Governance Issues
B. Policies and Procedures
C. District Management and Planning
D. School Management and Site-Based Decision Making

A. BOARD AND GOVERNANCE ISSUES

Each Texas school district is governed by an elected Board of Trustees that derives its authority from the Texas Constitution and the Legislature. Each board is a corporate body and has the exclusive power to manage and govern public schools in its district.

The board, as a legal agent of the State of Texas, has specific statutory powers and duties. According to Texas Education Code 11.151, the board has the legal power and duty to:

- govern and oversee the management of the public schools of the district;
- adopt rules and bylaws;
- adopt a policy to establish a district and campus-level planning and decision-making process;
- levy and collect taxes and issue bonds;
- employ and compensate a tax assessor or collector, as the board considers appropriate;
- adopt and file a budget for the next fiscal year;
- have district fiscal accounts audited at district expense by a Texas-certified or public accountant holding a permit from the Texas State Board of Public Accountancy following the close of each fiscal year;
- publish an annual report describing the district's educational performance, including campus performance objectives and the progress of each campus toward those objectives;
- receive bequests and donations or other money in the name of the district;
- select a depository for district funds;
- acquire and hold real and personal property in the name of the district;
- order elections, canvas the returns, declare results and issue certificates of election as required by law;
- dispose of property no longer necessary for the district's operation;

- execute, perform, and make payments under contracts;
- adopt policies providing for the employment and duties of district personnel;
- hold all powers and duties concerning the district not specifically delegated by statute to the Texas Education Agency or the State Board of Education.

CURRENT SITUATION

PAISD's policy-making and supervisory responsibilities are vested in a seven-member Board of Trustees. Board members serve for three-year staggered terms with elections held each year on the first Saturday in May. PAISD board members are elected at large, with the top vote getters in the pool of candidates winning places on the board.

PAISD local board policy adopted in 1984 states that:

> *The board shall make provisions for a district and establish general policies for operation thereof in keeping with the requirements of the community and the state laws. The board is responsible to the people for keeping them informed concerning the progress and needs of the schools in such areas as finance, school plant, curriculum and personnel.*
>
> *The chief function of the board is to provide for the progress and welfare of all schools under its control and direction, and to adopt policies which govern its organization and operation.*

The 1997-98 PAISD Board of Trustees is shown in **Exhibit 2-1**.

Exhibit 2-1
PAISD Board of Trustees
1997-98

Name	Title	Began	Current Term Expires	Length of Service	Occupation
Mr. Charles Hallmark	President	1994	2000	4 years	Salesman Del Pappa Distributing Company
Ms. Julia Samuels	Vice President	1995	1998	3 years	Retired Salesperson Sears
Ms. Roberta Moss	Secretary	1990	1999	8 years	Retired Teacher PAISD
Mr. James M. Green	Member	1985	2000	13 years	Purchasing Department DuPont
Dr. Mary Jean George	Member	1981	1999	17 years	Housewife Former Professor
Ms. Vicky Senn	Member	1992	1998	6 years	Beautician Shop Owner
Ms. Thomasene Thomas	Member	1997	2000	1 year	Retired Teacher PAISD

Source: PAISD records, 1997-98.

During the May 1998 elections Willie Mae Elmore was elected to the position previously held by Vicky Senn, who did not choose to run for re-election.

Regular board meetings are held on the third Thursday of each month at 7:00 p.m. A second special session of the board is held on the first Tuesday of each month, if necessary. Announcements regarding board meetings are posted 72 hours prior to a meeting as specified in law. Most board meetings are held in the board room at the Stilwell Technology Center.

The superintendent, in consultation with the board president, sets the agenda for board meetings. The PAISD Board of Trustees and superintendent share a secretary who prepares minutes for all meetings and ensures that official minutes are signed. The secretary has held this position since January 1998 when the assistant to the superintendent retired. Minutes for executive sessions are taken by the board secretary and board actions are recorded according to state law.

To prepare board members for board meetings, comprehensive board agenda booklets are sent to each board member the week prior to the scheduled board meeting. The Texas School Performance Review's (TSPR) analysis of background materials provided to board members prior to meetings reveals that these materials are sufficient, in most areas, for the board to make informed decisions.

FINDING

In the Spring of 1996, the PAISD Board of Trustees adopted the "Framework for School Board Development," a guideline for boards approved by the Texas State Board of Education. This framework addresses the following critical areas of board development:

BEST COPY AVAILABLE

• Vision	The board ensures creation of a shared vision that promotes student achievement.
• Structure	The board provides guidance and direction for accomplishing the vision.
• Accountability	The board measures and communicates how well the vision is being accomplished.
• Advocacy	The board promotes the vision.
• Unity	The board works with the superintendent to lead the district toward the vision.

In addition to this framework, A local policy developed in 1992 provides for a detailed Code of Ethics for Board Members (Local Policy BBF). This document clearly outlines the appropriate actions and responsibilities for PAISD's board members. For example, the code describes the educational and ethical standards each board member should follow in making decisions about the educational welfare of all children; avoiding private actions that could compromise the board; and respecting confidentiality.

COMMENDATION

The PAISD Board of Trustees has adopted the State Board of Education's "Framework for School Board Development" and a detailed local Code of Ethics to guide its board members.

FINDING

Since September 15, 1970, PAISD has operated under a desegregation order (Section 407 of the Civil Rights Act of 1964). The original desegregation order required the district to collaborate with the Texas Education Agency (TEA) in preparing plans to establish a unitary system for delivering educational services in which ethnic minorities were not segregated. Over the next two decades, as PAISD's demographic characteristics changed, district officials took action to have the district recognized as having achieved unitary status. Based on documented changes in the district's educational services, district officials were able to obtain federal verification of unitary status. Despite court approval of unitary status, however, the PAISD Board of Trustees did not vote to eliminate the desegregation order, a necessary step if the district is to be granted unitary status.

Remaining under the provisions of the desegregation order has placed many restrictions on PAISD's delivery of educational services. As a result of the 1970 court order, PAISD was required to immediately implement a student attendance desegregation plan that ensured that African-American and white teacher and staff ratios at each school and throughout the district were substantially the same. PAISD is still required to conduct all future school construction, consolidation, and site selections in a manner that prevents the recurrence of a dual school system structure that segregates African-American and white students. **Exhibit 2-2** describes the original requirements of the desegregation plan.

Exhibit 2-2
Description of the Original Desegregation Plan

Desegregation Plan

PAISD was required to undertake the following steps to eliminate all vestiges of its former racially dual school system.

1. Establish and operate elementary magnet programs and offer magnet programs at high schools.
2. Convert specified elementary schools to magnet schools and convert specified middle schools to magnet middle schools. Magnet programs were to be implemented at Lincoln High School. The stipulation stated that success of the magnet schools should be determined by actual enrollment, allowing for a deviation of ± 20 percentage points of the district's racial composition.
3. Create middle schools and close specified elementary schools.
4. Reassign students and redraw student attendance zone lines.
5. Consolidate high schools.
6. Notify students of the majority-to-minority transfer program and encourage students to exercise their option to transfer to other schools offering appropriate grades where their race constitutes a minority. The stipulation required that PAISD provide transportation to students who use majority-to-minority transfers.
7. Maintain faculty and staff at elementary schools within 10 percentage points of percent of minority students enrolled districtwide and 15 percentage points of districtwide percent of minority students enrolled in middle and high schools.
8. Submit annual reports informing the court and the parties of its progress in desegregating the school system.

Source: PAISD records, 1970 Desegregation Plan.

The original desegregation plan was implemented on September 21, 1970. A decade later, in January 1980, the federal authorities filed a Motion for Supplemental Relief alleging that PAISD still operated many single-race schools. Because of its history of segregation, PAISD had the burden of showing that its student and staff assignments were nondiscriminatory. The motion alleged that unless PAISD was enjoined by federal court, the district would continue to operate a large number of one-race schools in violation of federal law and the constitutional rights of the students attending those schools. Additionally, the motion stated that PAISD continued to assign faculty and staff to schools in violation of the court order and the requirements of *Singleton* v. *Jackson Municipal Separate School District* (Cir. 1969).

PAISD filed a response to the motion and a Motion to Modify Judgment stating that there was no need for the court to enter any order as requested by federal authorities since the district was simultaneously requesting a voluntary modification of the court's September 15, 1970 judgment. After filing the motion for Supplemental Relief, district officials said a multiracial Citizens Advisory Committee was created to study its desegregation plan and to make recommendations.

On April 27, 1981, the district court dismissed the case and removed it from the court's docket, noting that PAISD was in full compliance with the 1970 court order as it relates to student assignment.

In February 1983, PAISD was required to develop and file a plan to continue the integration of the PAISD schools during 1983-1984 school year. In addition to integration techniques already implemented, the 1983-1984 plan required that Franklin Magnet School be converted to an elementary magnet school and that the district develop a plan to convert Woodrow Wilson to a magnet middle school by the 1985-1986 school year.

PAISD also was required to consolidate high schools in two phases. When its total high school enrollment, excluding students in magnet programs, reaches 2,800, PAISD is required to operate only two high schools. When the total high school enrollment, excluding magnet programs, becomes approximately 2,200, only one high school can be operated. Although total high school enrollment in 1997-98 is 2,928 and total high school enrollment excluding magnet programs is 2,420, PAISD has not made plans to consolidate its high schools. **Exhibit 2-3** shows the current high school enrollment. PAISD, however, continues to operate three high schools; on of these, Lincoln High School remains predominantly African American (96.7 percent). In Jefferson High School, 41.8 percent of the students are African American and at Austin Middle High School, 38.7 percent of the students are African American. At both schools, African American students represent the largest single group within the student body.

Exhibit 2-3
PAISD High School Enrollment
1997-98

School	Enrollment	Summit* Enrollment	Enrollment Less Summit
Austin	389	31	358
Jefferson	1,582	183	1,399
Lincoln	957	294	663
Total	2,928	508	2,420

Source: PAISD Enrollment on PEIMS Snapshot, October 24, 1997.
**Summit students attend only one-half day and spend the remainder of the day on their home campuses. The numbers above represent "whole" kids.*

Remaining under the desegregation order limits the PAISD's ability to act independently without federal oversight. The desegregation order affects the district administration in the areas of:

- student assignments
- school closing and consolidation
- drawing attendance zone lines
- majority-to-minority transfers
- transportation
- facility assignments
- new construction

As PAISD approaches a century of new educational challenges, there are many reasons for eliminating the restrictions of this outdated desegregation order. PAISD's ethnic makeup has changed drastically since 1970. African American students now comprise nearly 60 percent of the total student population (**Exhibit 2-4**). African-American students represent the majority population at all of the district's

BEST COPY AVAILABLE

schools except Austin Middle/High Schools (38.7 percent), Dowling Elementary School (45.6 percent), Hughen School (34.4 percent) and Pease Elementary (37.1 percent).

Exhibit 2-4
Ethnic Distribution of PAISD Students
and Staff by School, 1997-98

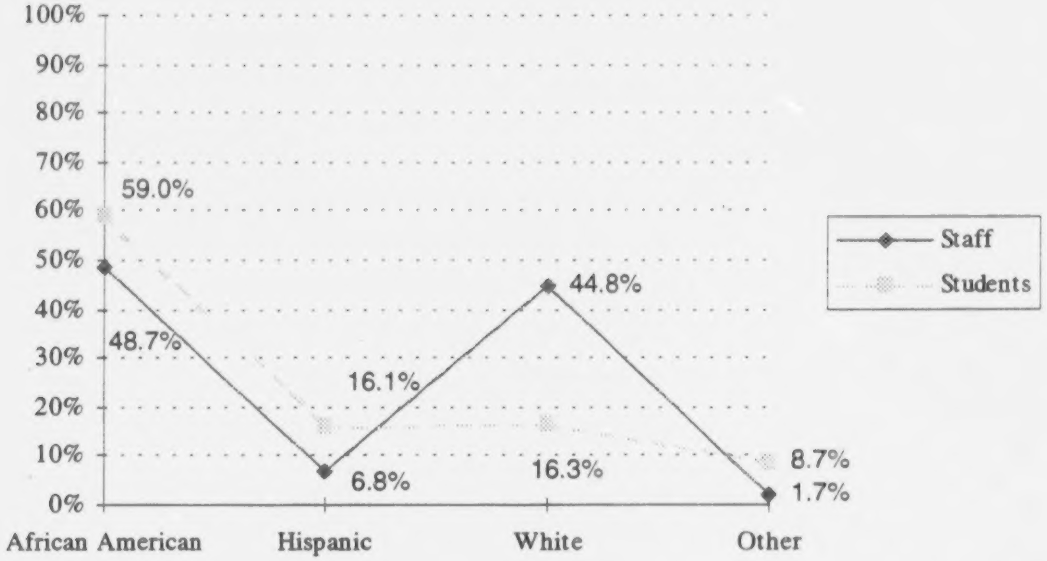
Campus**	Enrollment	Percent Student Ethnicity				Percent Staff Ethnicity			
		African American	Hispanic	White	Other	African American	Hispanic	White	Other
Austin Middle/High School	685	38.7	1.9	59.1	0.3	39	3	58	0
Jefferson High School	1,582	41.8	25.3	18.2	14.7	38	10	54	0
Lincoln High School	957	96.7	0.7	0.6	2.0	74	5	20	0
Edison Middle School	1,104	47.2	27.5	13.7	11.6	46	5	47	2
Woodrow Wilson Middle School	1,051	82.7	3.5	5.7	8.1	73	2	25	0
DeQueen Elementary	498	91.0	2.4	0.6	6.0	57	2	38	3
Dowling Elementary	291	45.6	4.0	51.3	11.6	26	6	69	0
Franklin Elementary	970	45.7	48.9	4.3	1.1	49	22	28	1
Houston Elementary	749	61.9	13.4	19.0	5.7	46	7	47	0
Hughen School	29	34.4	5.0	41.3	6.8	57	0	43	0
Lamar Community G.S.	111	82.0	3.6	6.3	8.1	39	11	50	0
Lee Elementary	936	44.7	19.8	7.3	28.3	42	1	42	20
Pease Elementary	280	37.1	5.4	57.1	0.4	51	6	43	0
Travis Elementary	752	57.4	20.5	8.5	13.6	35	30	60	2
Tyrell Elementary	682	39.7	18.5	36.4	5.4	39	0	61	0
Washington Elementary	557	87.6	2.9	7.4	2.2	61	2	37	0
Wheatley Elementary	339	81.7	8.6	3.8	5.9	56	3	40	1
Total	**11,579**	**59.0**	**16.1**	**16.3**	**8.7**	**48.7**	**6.8**	**44.8**	**1.7**

Source: PAISD, Computer Services, 1998. PEIMS Fall 1997-98 Collection.
Numbers vary slightly from October 1 count, 1997-98. Stilwell Technical Center does not have students enrolled. Students enrolled are bused from other schools to the center to attend classes.

Exhibit 2-5 compares the ethnic distributions of staff to students. The percentage of African American students (59 percent) is 10.3 percent higher than the percentage of African American staff (48.7 percent).

BEST COPY AVAILABLE

Exhibit 2-5
Ethnic Distribution of Staff and Students in PAISD



Source: PAISD Computer Services, PEIMS Fall 1997-98 Collection.

Exhibit 2-6 shows the number of PAISD students in special programs by ethnicity. African-American students comprise the majority of students attending Title I, Special Education, Gifted and Talented, Career and Technology. African-American students also comprise the majority of economically disadvantaged and at-risk students.

Exhibit 2-6
Students in PAISD Programs by Ethnicity

Category	African American	Hispanic	White	Asian or Pacific Islander	Native American
Title I Students	57.8	22.3	9.1	10.7	0.0
Special Ed Students	65.3	8.2	24.0	2.0	0.2
Gifted and Talented Students	46.1	9.8	36.8	7.3	0.0
Career And Tech Students	59.7	12.4	17.8	10.2	0.0
LEP Students	0.5	61.8	0.5	37.3	0.0
Bilingual Students	0.4	62.8	0.0	36.8	0.0
Migrant Students	15.4	50.0	0.0	34.6	0.0
Economic Disadvantaged Students	58.9	19.7	10.7	10.7	0.0
At-risk Students	57.0	21.5	10.9	10.5	0.0

Source: PAISD, Computer Services, 1998.

Exhibit 2-7 shows the percentage of students passing the Texas Assessment of Academic Skills (TAAS) by ethnicity. In general, African-American students perform lower than state and regional averages. This indicates that, although students are no longer segregated, current school configurations have not produced high levels of achievement for African-American students.

BEST COPY AVAILABLE

Exhibit 2-7
Percent PAISD Students Passing TAAS, 1996 and 1997

	State	Region V	PAISD	African American	Hispanic	White	Native American	Asian/ Pac. Is.
TAAS % Passing Grade 3								
All tests 1997	74.2%	77.3%	65.4%	56.4%	80.3%	82.4%	-	80.5%
1996	70.4	70.1	57.9	46.7	60.3	77.8	-	78.3
TAAS % Passing Grade 4								
All tests 1997	72.0	72.7	59.7	48.9	63.2	81.3	60.0%	80.0
1996	67.2	68.1	50.6	43.1	48.3	70.5	-	66.7
TAAS % Passing Grade 5								
All tests 1997	79.2	80.1	64.2	55.2	67.5	85.6	-	81.7
1996	73.5	71.1	54.4	44.3	60.0	74.2	-	69.0
TAAS % Passing Grade 6								
All tests 1997	76.8	73.8	48.4	40.4	46.1	69.8		
1996	70.1	64.9	40.5	30.2	51.4	5930%	-	70.2
TAAS % Passing Grade 7								
All tests 1997	75.1	74.0	51.1	39.9	65.6	75.5	-	77.5
1996	68.0	67.2	44.7	30.4	56.5	68.3	*	74.5
TAAS % Grade 8								
All tests 1997	57.3	55.8	31.8	23.2	36.6	48.7	*	49.3
1996	53.7	50.8	32.5	26.0	30.2	46.8	*	43.5
TAAS % Passing Grade 10								
All tests 1997	67.8	67.2	47.1	41.1	42.6	55.9	-	71.2
1996	60.7	57.5	43.2	34.9	33.3	58.8	-	67.3
TAAS % Passing Sum of 3-8 & 10 Accountability Subset								
All tests 1997	73.2	72.9	53.9	44.9	58.4	73.2	56.3	74.7
1996	67.1	65.2	47.7	37.9	49.2	66.4	*	69.2
TAAS Cumulative Pass Rate - Exit								
Class of 1997	86.6	87.4	77.7	76.9	67.7	82.8	*	84.8
Class of 1996	84.7	86.5	76.5	74.3	63.8	85.6	-	84.7

Source: AEIS, 1996-97.

The desegregation order requires that all structural and attendance-zone changes occur only with federal approval. This stipulation prohibits PAISD from closing or opening schools or changing grade configurations and attendance zones without lengthy federal approval processes.

As PAISD's population has changed, so have the educational needs of its students. To create an educational system that is responsive to multiple cultures and families with fewer economic resources, PAISD must be able to plan, evaluate, and adjust its educational programs to respond to its students' needs. Under court order, the district's response is unduly hampered.

Some of the critical issues that the district must face, but that are hampered by the desegregation order include:

BEST COPY AVAILABLE

- failing to adjust attendance zone boundaries.

Failing to adjust attendance zones has led to some of the district's schools being underused, while others are overcrowded. Children within the district can transfer from one school to another without regard to attendance zones, but most students in PAISD still attend their assigned schools. Schools that are too large or too small can lead to disparities in the services and opportunities available to students. Educational service delivery is hampered in both situations because some services and course offerings cannot be offered in the smaller settings, while overcrowded schools have difficulty adequately serving a larger than capacity student population.

- operating more schools than are required by the student population of the district.

Keeping underused schools open costs the district unnecessary maintenance and operating expenses that could be avoided. These dollars could be better used to improve the remaining schools and provide additional services to the students served by the district.

- failing to provide a high-quality education to *all* students in the district.

The district's Summit programs are magnet programs designed to provide high-quality programs to the district's gifted and talented students. Originally the program admitted only students that scored in the 90th percentile on standardized tests. The district lowered those standards to include students in the 75th percentile for elementary and middle school students, and 50th percentile for high school students. In doing so, the remaining PAISD programs are left with students scoring in the lower percentiles. The money mandated for use in these programs may be better used to improve the existing programs in every school, rather than trying to pull out a select group of students and leaving the students with the greatest need without the resources they may need to succeed.

Recommendation 1:

Evaluate the value of continuing to operate the district under the desegregation order and develop a comprehensive plan for supporting student and community diversity.

A careful and public evaluation of the value of remaining under the plan must be made before a decision is reached and the entire community must be involved in the final decision. A task force made up of a wide variety of individuals from within the district and from the community at large should be formed and charged with the task of evaluating the plan as it exists today and recommending a course of action to the board. Public forums should be held and, to the extent possible, every community member that wishes to be heard should be given that opportunity.

One of the activities that the task force should consider is conducting an unofficial canvass of the community in general. This would have to be sponsored by the task force or concerned citizens, as school district funds cannot be used for this purpose, but the information obtained could prove extremely beneficial in the decision-making process by providing the board some assurance that they are being given a broad range of opinion, rather than that of a vocal few.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The board, in conjunction with the superintendent and the school attorney, appoints a task force to evaluate the benefit to the district of remaining under the current desegregation plan and to develop a plan for supporting student and community diversity.	August 1998
2. The superintendent monitors the progress of a task force in developing a comprehensive plan.	September 1998
3. The task force and the board holds three public forums to determine the needs and opinions of the community.	August - October 1998
4. The task force conducts an unofficial canvass of the community to determine public support to proceed with removal of the desegregation order.	October 1998
5. The task force drafts the plan.	October 1998 - February 1999
6. Should public opinion suggest removal of the order, the school attorney files a letter with the federal Justice Department requesting that the federal district court reconfirm its order decision that the district has achieved unitary status.	March 1999
7. The Justice Department investigates the status of the desegregation order.	April 1999
8. The school attorney files a motion to dismiss the desegregation order.	May 1999
9. The board approves the plan for community diversity.	May 1999
10. The school attorney attends and monitors the proceedings of the hearing.	July 1999
11. The board approves the removal of the desegregation order.	July 1999

FISCAL IMPACT

The estimated cost for legal services including report filing, court participation, travel, and other costs related to removing the desegregation order are estimated at $20,000 should the district reach this decision. If the district decides to remain under the plan, no legal fees or other costs are estimated.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Evaluate the value of continuing to operate under the desegregation order	($20,000)	$0	$0	$0	$0

FINDING

TSPR examined the board's agenda items for the past year. These agenda items adhered to Texas Open Meeting Law requirements. Board policy states that a request to speak must be made to the president or superintendent by noon of the day of the board meeting or workshop. Approval to speak must be granted by the board president; in doing so the board president determines whether the person has attempted to resolve the matter administratively before bringing it to the board. Board policy prior to April 1998 limits each comment from the public to 10 minutes. During the April 1998 board meeting, the board voted to further limit public comments to six minutes.

In these agendas and minutes, and in board meetings observed directly and via videotape, the time designated for public comment is limited. Interviews with district personnel indicate that in actual practice the public does not have adequate opportunity to respond to policies brought before the board because many policies are adopted on the first reading by the board and the public is unaware of the content of the policy. In some cases, at least, TSPR found that because members of the public did not have adequate opportunities to comment on board policies, policy decisions have been changed. For example, DeQueen Elementary School recently requested a board policy that would permit the school to require uniforms for its students. School-based staff had gathered input from some parents who supported the policy and the board made the a decision to adopt the policy. This decision was reversed the following month due to public outcry and the board proceeded to request additional comments about the policy from the community through a survey.

TSPR's review of board agendas and minutes also found that PAISD's Board of Trustees routinely addresses and approves agenda items outside the scope of typical board policy, as developed in most Texas school districts. Examples of these items include the approval of field trips, the hiring of hourly and school-based employees, and the approval of the superintendent's information report. In most districts, items like the superintendents report are informational only and do not require action. Items like field trips and the hiring of hourly employees are administrative decisions generally assigned to the superintendent or designated district employees charged with these daily operations.

To ensure that the board maintains a clear focus, board agendas should distinguish between approval items that concern the board's role in policy development and require board action and those that simply provide information to the board and the public. Informational items like the superintendent's report and other departmental reports should be in the monthly agenda booklet but not submitted for board approval. The board may elect to accept specific reports providing requested information or annual summaries of programs and operations as part of the official record.

Recommendation 2:

Redesign the board agenda to increase public input and the focus on policy issues.

This recommendation would assist board members in maintaining a clear focus on policy issues.

BEST COPY AVAILABLE

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The board president, in conjunction with the superintendent, drafts a new agenda format. The agenda includes a forum for public participation.	June 1998
2. The board reviews the agenda format and makes revisions as necessary.	July 1998
3. The superintendent develops a sample agenda as a training tool for administrators and board members.	July 1998
4. The superintendent provides direction to the board in using the new agenda.	July 1998
5. The board institutes the new agenda format.	August 1998
6. The board president monitors the use of the agenda during board meetings.	Ongoing
7. The superintendent and the board evaluate the use of the new agenda.	August - September 1998
8. The superintendent and board president modify agenda format as necessary.	September 1998

FISCAL IMPACT

The agenda could be revised without additional expenditure.

FINDING

TSPR's review of PAISD's policies indicated that these policies should be examined to determine which support the board's appropriate roles and responsibilities. For example, the board retains the authority to employ and dismiss paraprofessional and auxiliary support employees. Interviews indicate that this local policy has, at times, interfered with administrators' ability to dismiss incompetent employees. While the district appears to have appropriate procedures and documentation in place for terminating employees for substandard performance, the board does not typically vote in favor of such terminations. In consequence, poorly performing employees sometimes remain on staff despite the wishes of district administration.

Similarly, the board approves all staff transfers. While district policy states that the approval of staff transfers is on the recommendation of the superintendent the board has rejected the superintendent's transfer recommendations. Stringent monitoring of employee transfers is a necessary function under PAISD's desegregation order, but other Texas districts under similar orders leave the maintenance of appropriate staff ratios and other court requirements up to district administrators. Board members are kept informed of such issues through regular summary reports.

Local personnel policies and regulations in PAISD must be carefully evaluated to ensure that they outline clear roles and responsibilities for the board and the superintendent. This process could begin as part of the upcoming policy review to be conducted by the board with the aid of the Texas School Board Association (TSBA).

Recommendation 3:

Review all local personnel policies and identify any potential areas where board policy exceeds the board's appropriate role and responsibilities.

Board members should remain informed of administrative actions through summary reports. The board should *not* make case-by-case decisions on matters such as employee transfers or the hiring of hourly employees.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. In conjunction with TSBA, the superintendent coordinates the evaluation of all board policies and regulations to ensure clearly defined roles for district administration and the board.	July 1998
2. The superintendent submits any policy changes to the board for public review and approval.	October 1998
3. The board holds a public forum review of these changes.	November 1998
4. Upon proper notice, the updated policies and regulations are approved by the board and distributed.	December 1998

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

TSPR noted that PAISD's board members sometimes act as individuals rather than a cooperative unit. For example, board members have presented individual opinions to the newspaper under their official titles, and board members sometimes argue among themselves during televised board meetings. This practice is best exemplified in a recent dispute over the vice president's role on the board. Over a six-month period, board members openly disagreed about who should be elected as vice-president; the first vice president was replaced by a second after several months of lengthy public discussions.

As noted in the previous finding, PAISD's board often approves administrative decisions that more generally lie entirely within the superintendent's responsibility. As a result, community members and district personnel view the board's actions in such cases as micromanagement. An example of such micromanagement occurred in the February 1998 board meeting, in which board members attempted to dictate the role of the superintendent in implementing evaluation processes for administrators.

According to Texas Education Code 11.159, each board member must attend training in school district governance on an ongoing basis. To meet this requirement, board members have agreed to participate in "Team of Eight" training beginning in April 1998. This training, offered by TSBA will address board members' responsibilities relating to school district governance, policy-making, and the role of the board as a unified entity.

To ensure a constructive climate for policy development, some districts also hire a facilitator to conduct team-building training workshops or retreats for the board on an annual basis. Such activities are intended to create an atmosphere of trust and develop effective discussion strategies among board members. These retreats assist board members in identifying common goals and developing effective methods for resolving conflicts.

Recommendation 4:

Train board members on a continuing basis in school district governance and hire a facilitator annually to conduct team-building exercises.

This recommendation would provide board members with the necessary skills to reach consensus on policy issues.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board president assigns the superintendent responsibility for collecting information related to board training.	July 1998
2.	The superintendent provides the board president with a summary of training opportunities available for board members.	Each month
3.	The board president sends a monthly memorandum to each board member listing training opportunities.	Each month
4.	Each board member attends training sessions relevant to school district governance, team-building, and other topics of interest.	Each month
5.	The superintendent and board president identify a list of team building facilitators who are qualified to lead board/superintendent retreats and request proposals from each.	July - August 1998
6.	The superintendent identifies a facility that would accommodate a two-day retreat.	July - August 1998
7.	The board selects a facilitator and a location for the retreat and selects a date for the retreat.	August 1998
8.	The board and superintendent attend the two-day team-building retreat.	September 1998

FISCAL IMPACT

The cost associated with an annual team-building retreat consist of one facilitator for two days at $1,500 per day (including materials) and the cost of a facility at $250 per day.

A continuing education program for the board would require at least $4,900 per training session for the entire board. This estimate assumes that registration fees, travel, hotel, and per diems would average $700 per board member for each training session. Board members should attend at least two sessions per year for a total annual cost of $9,800. PAISD currently budgets $700 for board training, making the additional cost $9,100. The combined cost of these two types of training would be $10,800.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Train Board Members	($10,800)	($10,800)	($10,800)	($10,800)	($10,800)

FINDING

Texas Education Code 11.061 authorizes school boards to create committees to facilitate their operations. Committees formed by boards must comply with the state's Open Meetings Act. PAISD board policy stipulates that board committees are advisory in nature, serving as fact-finding groups to make recommendations to the whole board.

The board historically has maintained two standing committees, Facilities and Audit. An Instructional Committee was added in January 1998. Each committee comprises three board members. The committees meet sporadically. The Audit Committee, for example, meets annually to review the external audit before submitting it to the board as a whole. The Facilities Committee meets about every month or so depending on the number of facilities issues that must be discussed.

No record is kept of the agenda or minutes of board committee meetings.

Effective board committees develop an annual schedule and keep minutes of committee discussions. Minutes then are distributed to all board members. Board members typically discuss future action agenda items with each committee so that members can gain a comprehensive understanding of issues and resolve any differences prior to board meetings.

Recommendation 5:

Hold meetings of the board's standing committees each month to increase the board's awareness of key instructional, finance, and facilities issues.

BEST COPY AVAILABLE

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The board president directs each board committee chairman to thoroughly discuss action agenda items in committee meetings. — June 1998
2. Each committee chairman presents the committee's recommendations to the subsequent board meeting. — June 1998
3. The board president conducts the actual agenda during regular board meetings. — June 1998

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district.

FINDING

Board meeting notes are kept on a shelf in a closet adjacent to the superintendent's secretary's office. Board meetings also are videotaped through a special arrangement with Lamar University. Copies of these tapes are kept at the PAISD Media Center for one year and then destroyed. Original board meeting records are not preserved in a fireproof cabinet. In the case of a fire at PAISD's administration building, the historical record of the district's operations would be destroyed.

Recommendation 6:

Store official board documents in a fireproof cabinet.

To preserve the historical record of the district's operations, original board documents, including a copy of videotaped sessions, should be stored in a fireproof cabinet.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent drafts an amendment to local policy specifying that board records be stored in a fireproof cabinet. — June 1998
2. The board reviews the policy and makes revisions as necessary. — August 1998
3. The board approves the policy. — September 1998
4. The superintendent and the board secretary ensure that original board documents are stored according to district policy. — Beginning in September 1998 and ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

B. POLICIES AND PROCEDURES

Effective district management requires sound, clearly written, and legally valid policies. The State Board of Education requires each Texas school district to adopt policies governing the operation of its schools and make them accessible to all school employees and the public.

CURRENT SITUATION

PAISD uses the TASB Policy Manual Service for policy updates and revisions. The responsibility for maintaining the district's policy manual was assigned to the now-retired assistant to the superintendent, who reviewed policies submitted to the district by TASB and drafted proposed or revised policies with input from other senior staff members. The superintendent typically presents the policies to the board for adoption.

PAISD policy manual updates are distributed to about 38 central office employees, board members, school principals, and the school attorney each time a policy is adopted by the board. The public can examine board policies at each school. Each principal and department administrator is responsible for ensuring that each update or revision is placed in the policy manual and is shared with PAISD staff.

FINDING

PAISD has a comprehensive, two-volume policy manual, developed and updated through the TASB Policy Manual Service. PAISD pays TASB about $1,300 annually for this service. PAISD's board policy was last updated on June 19, 1997. The superintendent has recommended a full review of the district's policy manual and plans to implement this process in 1998.

TSPR finds that at least every 10 years, school districts should conduct a comprehensive review of the entire policy manual to purge outdated policies, eliminate duplication in policies, and assess the need for new and revised policies.

COMMENDATION

PAISD maintains up-to-date legal policies through TSBA services.

FINDING

A PAISD board policy states that policies and policy amendments may be initiated by the superintendent, board members, school personnel, or community citizens. Ideally, proposed policies or amendments are introduced and recommended to the board at one meeting and not adopted until a subsequent meeting. PAISD, however, allows for adoption or amendment of a policy on first reading if board members have received prior written notice.

The board policy stipulates that:

> Local policies may be adopted or amended by a majority of the board at any regular or special meeting, provided that board members have had advance written notice of the proposed change and that it has been placed on the agenda for such meeting. Local

> policies become effective upon board adoption or at a future date designated by the board at the time of adoption.

This policy does not allow adequate time for public input. As a result, on several occasions, policies have been brought up and approved at one meeting and revoked or changed at a subsequent meeting. PAISD has no formal procedures for developing, monitoring, writing, and implementing policies. While TASB regularly updates state-mandated policies, PAISD does not have a schedule to review local policies on a regular basis and determine whether they still meet the district's needs. Since the public often is unable to address the board on a new or proposed policy at its first reading, interviews indicate that policies often change due to an aftermath of unfavorable public response to a board decision.

A formal procedure for drafting, discussing, and approving local policies could assist the board in ensuring that all policies are regularly reviewed and updated and that district staff and the public have an adequate opportunity to participate in the policy development process. In many districts, two readings of a new policy are required before the board may take action. Many districts also require that controversial local policies be reviewed at a public forum prior to action.

Recommendation 7:

Develop a formal procedure for policy development.

Review local policies on a regular basis to purge policies no longer needed and identify policies that need to be developed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent, in conjunction with the executive cabinet and board representatives, drafts procedures for policy development.	July 1998
2.	The board reviews the procedures and provides comment.	August 1998
3.	The executive cabinet approves the procedures.	September 1998
4.	The superintendent ensures that policy development procedures are followed.	October 1998

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

PAISD's Board of Trustees has designated one manual as the district's official policy manual. The official manual is kept in the superintendent's office. PAISD's policy manual is not available on-line for easy access by staff and community members. Instead, policy revisions are distributed in hard copy, and principals and central office administrators are responsible for placing all revisions in their copies of the manual. The policy manual is updated about three times each year. Typically 38 copies of a revision are made each time a policy is adopted by the board. The district has not made plans to automate its manual.

Recommendation 8:

Automate the PAISD policy manual to make it more accessible to the staff and public.

The Computer Services Department should be responsible for automating the policy manual and for training personnel in using the on-line manual. An on-line policy manual would ensure the prompt distribution of policy updates for easy access by staff and community members. Most central administrative offices, campus offices, and libraries have computers that could be used to access the automated policy manual. The automated version should be made available at PAISD school libraries and the Port Arthur Public Library for the community's use.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the director of Computer Services to automate PAISD's policy manual.	June 1998 - August 1998
2.	The director of Computer Services supervises the training of central office staff, school employees, library staff, and board members in the use of the electronic manual.	August 1998

FISCAL IMPACT

If handled by in-house personnel, the automation of the policy manual could be accomplished at no additional cost to the district. At present, new or revised policies are distributed about three times a year to about 38 policy manual holders. If 10 copies are maintained in the hard copy format instead of 38, a cost reduction would result: 10 cents per page x 100 pages of updates per year x 28 copies x three times per year = $840 (annual cost savings).

Recommendation	1998-99	1999-2000	2000-2001	2001-2002	2002-2003
Reduce the number of hard copies of policy manual	$840	$840	$840	$840	$840

FINDING

PAISD and its various departments do not have comprehensive administrative procedure manuals. As a result, many important administrative procedures are distributed in isolated memoranda or verbally issued by district administrators. If one of these memoranda is misplaced, administrators have no documentation of the procedure. Similarly, verbally issued procedures may be misinterpreted and can lead to inefficiencies in districtwide communication.

Administrative procedures that are not well-documented also may contribute to duplication among departments and make it difficult to coordinate interdepartmental functions. For example, several functions

BEST COPY AVAILABLE

performed by Administrative Services employees are duplicated by Payroll employees. TSPR believes such instances are due, at least in part, to a lack of formally documented procedures.

An administrative procedure should:

- provide the basis for training new employees;
- detail day-to-day processes;
- stipulate how board policy is to be implemented;
- provide for clear communication among school administrators and staff; and
- be updated at least annually.

School districts in Texas and across the nation have found that fully documented administrative procedures are vital tools for improving consistency and maintaining the stability of district operations. An effective administrative procedures manual is carefully cross-referenced to the board policy manual. In creating procedures manuals, administrators should be held accountable for the prompt development of administrative procedures as soon as new policies take effect. In the United Independent School District in Laredo, district officials told TSPR that the development of administrative procedures, as recommended in a TSPR review, also provided some unexpected benefits. As each department worked on the development of a procedure manual, staff members identified inefficiencies and drafted procedures that actually improved department operations.

While departmental procedures are critical for the effective operation of each department, many procedures also require that standards for operation be developed between departments. The executive cabinet should regularly establish and review consistent interdepartmental procedures.

Recommendation 9:

Develop a comprehensive district administrative procedures manual or a series of department/division procedures manuals.

This recommendation should ensure the efficient implementation of board policies. TASB provides an administrative procedures manual service that PAISD may want to use.

To ensure that consistent administrative procedures are in place and adequately documented, each administrator's job evaluation should rate the individual's effectiveness in developing and implementing administrative procedures in his or her area of responsibility.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	Each assistant superintendent conducts a detailed analysis of all board policies to determine which policies require administrative procedures.	June 1998
2.	Each assistant superintendent prepares the required administrative procedures. All administrative procedures are clearly cross-referenced to district policy.	Summer 1998
3.	The superintendent or a designee trains all central office and campus administrators on the use of the newly developed procedures manual(s).	September 1998

4. The superintendent ensures that the evaluations of all district administrators include an assessment of the effective development and implementation of administrative procedures for their departments.	October 1998

FISCAL IMPACT

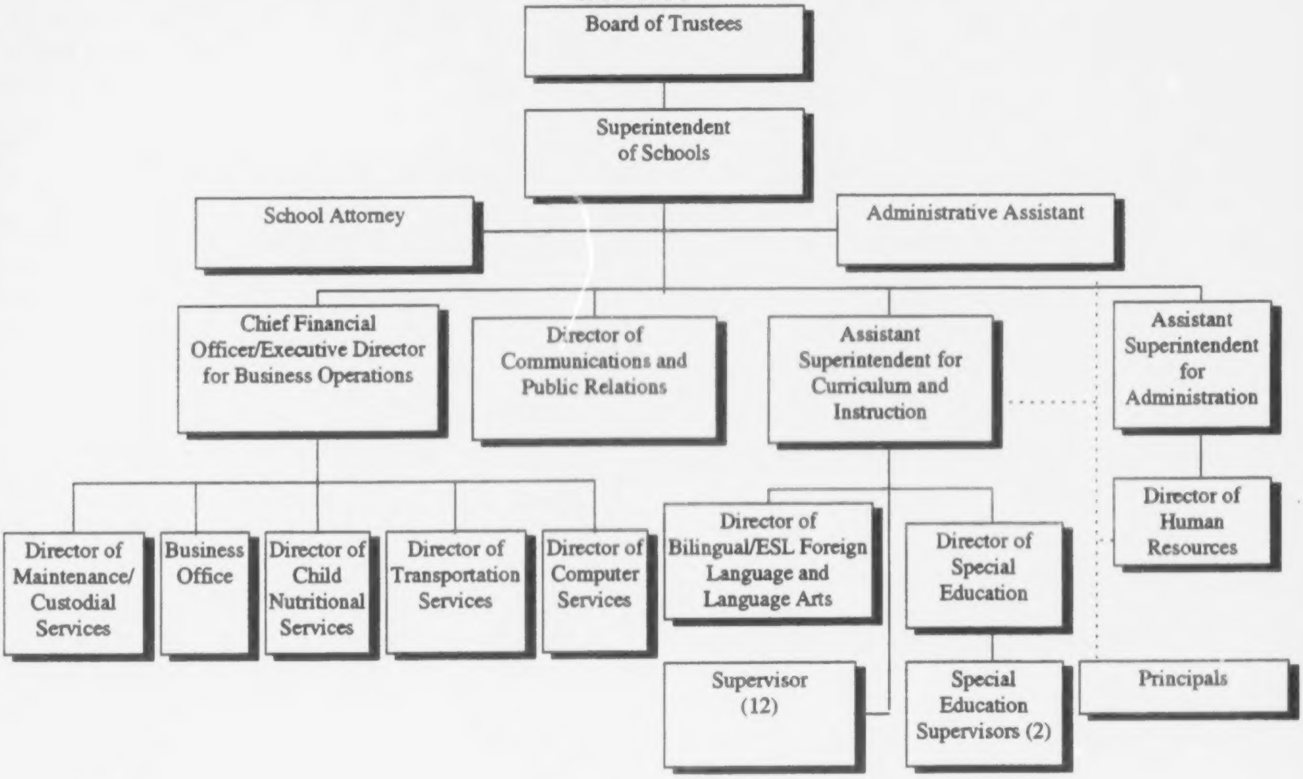
Administrative procedures can and should be developed by in-house staff at no additional cost to the district.

C. DISTRICT MANAGEMENT AND PLANNING

CURRENT SITUATION

PAISD's 1997-98 organizational chart is shown in **Exhibit 2-8**. Senior staff members of PAISD include the superintendent, an assistant superintendent for Administrative Services, an assistant superintendent for Curriculum and Instruction, and a chief financial officer/executive director of Business Operations. In addition, PAISD employs directors in the areas of Maintenance and Custodial Services, Communications and Public Relations, Child Nutritional Services, Transportation Services, Bilingual/English as a Second Language/Foreign Language and Language Arts, Special Education, and Human Resources.

Exhibit 2-8
Port Arthur Independent School District Organizational Chart
1997-1998


Board of Trustees
Superintendent of Schools
School Attorney
Administrative Assistant
Chief Financial Officer/Executive Director for Business Operations
Director of Communications and Public Relations
Assistant Superintendent for Curriculum and Instruction
Assistant Superintendent for Administration
Director of Maintenance/ Custodial Services
Business Office
Director of Child Nutritional Services
Director of Transportation Services
Director of Computer Services
Director of Bilingual/ESL Foreign Language and Language Arts
Director of Special Education
Director of Human Resources
Supervisor (12)
Special Education Supervisors (2)
Principals

Source: PAISD records, 1998.

At the time of the review team's visit, PAISD's superintendent had served since July 1997. The superintendent was hired on a three-year contract that has been renewed for an additional year.

The district's executive staff meet monthly as an executive cabinet. The executive cabinet consists of all administrators who report directly to the superintendent, as well as two district-level directors, the director of Human Resources and the director of Communications and School/Community Relations, and one principal from each of the three school levels (elementary, middle, and high school). All principals also meet monthly with the assistant superintendent for Curriculum and Instruction to discuss school administrative issues and information related to districtwide instructional initiatives and mandates.

FINDING

The superintendent is the district's educational leader and administrative manager. According to Texas Education Code 11.201, the superintendent's duties include:

- responsibility and leadership for the planning, operation, supervision, and evaluation of the education programs, services, and facilities of the district and for the annual performance appraisals of the district's staff;
- authority and responsibility for the assignment and evaluation of all personnel of the district other than the superintendent and making recommendations regarding the selection of such personnel;
- initiation of employee termination or suspension;
- day-to-day management of district operations;
- preparation of proposed district budgets;
- preparation of recommended board policies and oversight of the implementation of adopted policies.
- development of appropriate administrative regulations to implement board policies;
- organization of district central administration;
- regular consultation with the district-level committee on the planning, operations, supervision, and evaluation of the district educational program; and
- any other duties assigned by the board.

PAISD's Board of Trustees has created a comprehensive policy that clearly defines the scope of the superintendent's role. Local Policy BJA provides a detailed description of the superintendent's responsibilities in the areas of instructional management, school organizational climate, school organizational management, personnel management, fiscal administration and facilities management, student management, school community relations, professional growth and development, and board-superintendent relations.

COMMENDATION

PAISD has developed a comprehensive local policy that clearly describes the responsibilities of the superintendent.

FINDING

Exhibit 2-9 compares PAISD with selected peer districts in the number of administrators per 1,000 students and budgeted administrative costs per pupil in the 1996-97 school year. PAISD, at $617, ranks second-highest in administrative costs per pupil.

Exhibit 2-9
District Administrative Personnel Per 1,000 Students
PAISD, Comparison Districts and the Average
1996-97 School Year

District	**Administrators per 1,000 Students**	**Budgeted Administrative Cost per Pupil**
Waco ISD	4	$634
Port Arthur ISD	**4**	**$617**
Galveston ISD	3	$612
Average without Port Arthur	4	$583
Longview ISD	4	$578
Beaumont ISD	4	$577
North Forest ISD	4	$574
Byron ISD	5	$524
PAISD Percent Above or Below	**0%**	**5.8%**

Source: TSBA Benchmarks, 1996-97.

Since PAISD's new superintendent was first employed in July 1997, substantial reductions have been made in central office staff through attrition and reassignments (**Exhibit 2-10**). These reductions have been responsive to the district's changing needs. To reduce central office costs, PAISD has eliminated the positions of assistant superintendent of Elementary Education, assistant superintendent for Business, coordinator for Employee Relations, controller, supervisor for Language Arts, and supervisor for Elementary ESL/Bilingual.

BEST COPY AVAILABLE

Exhibit 2-10
Central Office Administrators and Salaries*

Title	1996-97 Salary	1997-98 Salary Without Staff Cuts	Current 1997-98 Salary
Superintendent	$99,219	$102,196	$103,000
Assistant Superintendent for Administrative Services	77,209	79,525	79,525
Assistant Superintendent for Elementary Education	71,623	73,772	
Assistant Superintendent for Secondary	70,623	72,742	81,772
Assistant Superintendent for Business	77,209	79,525	74,160
Coordinator of Employee Relations	58,049	59,970	
Personnel Specialist	57,230	58,947	62,552
Controller	53,557	55,164	
Coordinator of Community Relations	48,553	50,010	55,160
Director of Special Education	58,329	60,079	61,800
Director of Transportation	51,909	53,466	55,000
Director of Maintenance	56,391	58,083	58,083
Director of Food Service	54,611	56,249	56,249
Director of Computer Services	55,935	57,613	57,613
Supervisor of Language Arts	43,336	44,636	
Supervisor of Elementary ESL/Bilingual	55,586	57,236	
Administrative Assistant to Superintendent	55,751	57,424	57,424
Supervisor Elementary Instruction	52,653	54,233	54,233
Supervisor Elementary Instruction	50,097	51,600	52,600
Supervisor Elementary Instruction	47,398	48,820	50,000
Supervisor Title I Instruction	51,912	53,469	53,469
Supervisor Title I Instruction	46,432	47,825	50,000
Supervisor Title I Instruction	43,881	45,197	50,000
Supervisor Secondary Instruction	49,074	50,546	50,546
Supervisor Secondary Instruction	46,432	47,825	50,000
Supervisor At Risk Instruction	44,527	45,863	50,000
Total	**$1,477,526**	**$1,522,013**	**$1,263,186**

Source: PAISD Superintendent, 1998.
**Rounded to the nearest dollar.*

COMMENDATION

PAISD has reduced its number of central office staff.

FINDING

PAISD's current organizational structure, as shown in **Exhibit 2-8**, includes three executive staff positions—two assistant superintendents and a chief financial officer/executive director of Business Operations. These executive employees report to the superintendent and oversee and administer the district's various operational, financial and educational programs.

The assistant superintendent for Curriculum and Instruction is responsible for elementary and secondary education at all school sites. This assistant superintendent oversees two directors, one for

BEST COPY AVAILABLE

Special Education and one for Bilingual/ESL, Foreign Languages, and Language Arts. Other critical functions that report to the assistant superintendent for Curriculum and Instruction are not overseen by directors; these include curriculum development, special programs, student services, and career technology, all of which are managed directly by the assistant superintendent. The assistant superintendent for Curriculum and Instruction also supervises 12 supervisors for various aspects of the curriculum and instruction process, and has major responsibilities in supervising and supporting school principals. Thus this assistant superintendent has many curriculum and instructional functions to manage, but few directors to provide clear focus to the district's major educational areas.

The chief financial officer/executive director of business operations is responsible for four directors for Child and Nutrition Services, Maintenance/Custodial Services, Transportation, and Computer Services. This assistant superintendent also oversees the operations of the business office including purchasing, payroll, tax collection, and land acquisition. The chief financial officer (CFO) has a broad range of responsibilities in addition to managing the district's fiscal resources.

The assistant superintendent for Administration Services is responsible for personnel management, athletics, the district's testing program, asset and risk management, and health services. This position oversees one director and two visiting teachers who monitor the district's attendance program. As with the other assistant superintendent, this executive has few directors to supervise but many programs whose functions are unrelated.

An analysis of the responsibilities assigned to the two assistant superintendents, the CFO, and their directors indicates that the district's activities are unnecessarily scattered and unbalanced, with relatively few director-level positions and overly broad responsibilities for each of the three top executives under the superintendent.

Industry standards indicate that executive administrators can effectively supervise as many as six to eight managers depending on the scope of the department's duties. In some areas of PAISD, there are no senior staff assigned to manage important functions like students services and curriculum development. The current assignment of responsibilities is not evenly balanced and lacks communication and coordination among programs. Payroll and personnel functions, for example, often operate in isolation, which leads to a lack of communication of vital employee information between the two departments. The Curriculum and Instruction Department has only two directors to coordinate all aspects of education service delivery, yet business operations employs five directors.

Recommendation 10:

Realign the assistant superintendent positions to better manage district operations, finances, and educational service delivery.

To accomplish this, the position of assistant superintendent for Administrative Services should be eliminated and a new position of assistant superintendent for Business and Administrative Services be created.

To increase PAISD's organizational efficiency and effectiveness, district administration should be focused under three key senior executives who provide continuity and clear communication.

The superintendent's office would have primary responsibility for:

- focusing the district's education, business, and operations functions under two assistant superintendents with balanced job descriptions. This structure would provide a clear reporting relationship so that the superintendent can quickly disseminate information and address daily operations.
- enhancing PAISD's public image and community relations program.

The Curriculum and Instruction Department would manage several director positions that:

- focus the district's critical efforts in curriculum development and implementation.
- centralize the administration of special programs to avoid fragmentation and duplication of services.
- provide consistent oversight of student services that is closely linked to the district's educational programs.

The Business and Administrative Services Department would:

- concentrate personnel, business services, and operations under one assistant superintendent to ensure coordination of these operations.
- focus business and financial services under a chief financial officer to ensure that stringent internal financial controls are implemented.
- expand the role of technology to support PAISD's instructional and administrative needs.

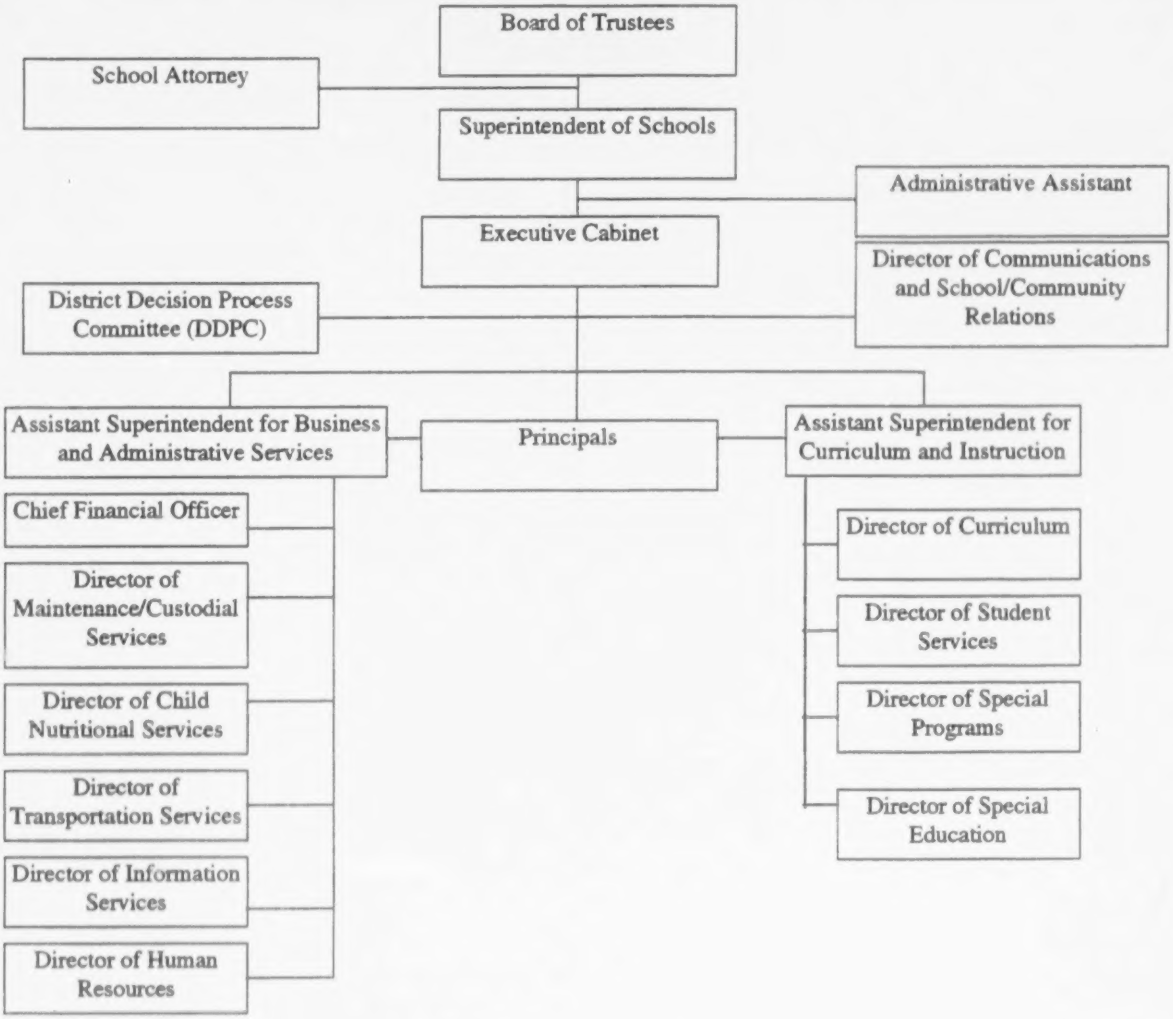
Individuals filling the leadership positions for Curriculum and Instruction and Business and Administrative Services Departments should possess the education, skills, and experience needed to manage their assigned areas effectively. The assistant superintendent for Business and Administrative Services, for example, should have comprehensive experience in managing a department of this magnitude and complexity. Direct experience in personnel management, finance technology, and the operational areas of maintenance and custodial services, child nutritional services, and transportation services would ensure that state requirements are stringently monitored and directors are held accountable for cost-effective results.

Persons filling positions that are eliminated during the reorganization should be allowed to apply for the newly created positions for which they qualify, along with all other applicants.

TSPR's proposed reorganization would allow the district to:

- enhance program delivery;
- increase its emphasis on curriculum;
- improve communication and coordination;
- increase efficiency;
- improve monitoring and application of district funds, and
- reduce duplication of efforts (**Exhibit 2-11**).

Exhibit 2-11
Recommended Organization Chart for the Port Arthur Independent School District


Board of Trustees
School Attorney
Superintendent of Schools
Administrative Assistant
Executive Cabinet
Director of Communications and School/Community Relations
District Decision Process Committee (DDPC)
Assistant Superintendent for Business and Administrative Services
Principals
Assistant Superintendent for Curriculum and Instruction
Chief Financial Officer
Director of Maintenance/Custodial Services
Director of Child Nutritional Services
Director of Transportation Services
Director of Information Services
Director of Human Resources
Director of Curriculum
Director of Student Services
Director of Special Programs
Director of Special Education

Source: Created by MGT of America, Inc., 1998.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent drafts a realignment of the organization. June 1998
2. The superintendent presents the draft reorganization plan for 1998-99 to the board for review and approval. July 1998
3. PAISD's organizational charts and job descriptions are finalized and approved by the board.
4. Following board approval of the proposed organizational chart, the assistant superintendent for Administrative Services develops job descriptions for all new/revised positions. August 1998
5. The assistant superintendent for Administrative Services ensures new/revised positions are advertised and filled, as appropriate. August 1998
6. The superintendent ensures that the new PAISD's organizational structure is implemented. September 1998

FISCAL IMPACT

The cost of creating the position of assistant superintendent for Business and Administrative Services should be offset by the elimination of the position of assistant superintendents for Administrative Services.

FINDING

The board's legal policy allows employees to present their complaints or grievances for board consideration at regular meetings. PAISD also has established an extensive local policy for addressing employee grievances. Local policy DGBA gives employees an orderly process for the prompt and equitable resolution of grievances when a concern has not been resolved by other administrative means. The board policy states that, whenever feasible, grievances should be resolved at the lowest possible administrative level. The policy also stipulates that the right to grieve administrative practices should not be construed to create new or additional rights beyond those granted by board policy or law. The policy sets four levels for hearing employee grievances, each at a higher point in the administrative structure. The final stage of the grievance process is a hearing before the board.

Both state and federal law provide guidelines on the rights and responsibilities of employers and employees. The State of Texas, for example, provides clear guidelines regarding administrative retaliation. Government Code 554.002, states that the board or its agents may not suspend or terminate or take other adverse action against an employee who in good faith reports a violation in law by the district on another public employee to the appropriate authorities. In addition to the right to report violations in law, employees in most districts have the right to express their opinions without fear of intimidation or other forms of discrimination or retaliation. In PAISD, however, this right seems tenuous at best.

PAISD policy states that district employees have the right to express their points of view using appropriate administrative channels and in public district forums without fear of personal or professional repercussions. Interviews with PAISD administrators and staff, however, indicate that a number of employees fear repercussions from administrators for expressing their beliefs. In fact, the review team was approached by several employees who have submitted grievances or stated their intention to submit grievances alleging retaliation. Some employees said that this type of harassment was a common practice among past administrations and still occurs today.

TSPR's interviews indicate that employees feel that the four-step grievance process does not provide for an independent, non-biased review of employee grievances. Instead, some allege that administrators close ranks at each level of the grievance process. PAISD remains highly centralized in its management approach, and district employees at all levels feel they have only limited participation in district decisions and the work conditions that affect them. Despite administrative changes, PAISD continues to tolerate administrative practices that limits employee participation. For example, several employees interviewed said that administrators in their building or department provide unnecessary sanctions if they speak out against or question administrative practices.

Some districts have strengthened their employee grievance processes by creating an independent panel to hear employee complaints. Such panels comprise business and professional members of the community who serve as mediators to solve disputes. The panel is not directly involved in the operations of the school district and as such can offer new solutions to employee/administrator disputes.

Recommendation 11:

Create an independent panel to hear employee complaints.

PAISD's superintendent should adopt a zero-tolerance position against retaliation and other repercussions against employees who publicly state their opinions. The board should seek guidance from the school attorney, the American Arbitrators Association, the National Academy for Arbitration, or the Society for Professionals in Dispute Resolutions in the creation of a panel to hear employee complaints.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent, in conjunction with the board and external consultation, drafts guidelines for the panel.	October 1998
2. The board reviews and approves the guidelines.	November 1998
3. The superintendent seeks external volunteers from the community and creates the panel.	December 1998
4. The superintendent ensures that all administrators are trained in effective practice such as conflict resolution and consensus training and are consistently evaluated on their administrative style.	Beginning in September 1998 and ongoing

FISCAL IMPACT

The superintendent and board should actively solicit a pro bono panel of community participants from private industry and area educational institutions to serve on the independent panel. This recommendation can be accomplished within existing resources.

FINDING

Ongoing, consistent, and objective evaluation is important to long-term school system and student success. A critical component of effective resource management is effective planning and evaluation. Decisions that affect the educational service delivery system and its resources should be based on comprehensive data analysis and systematic planning. This process starts at the board level, with a strategic plan that clearly states the district's mission and the goals and objectives the district expects to accomplish for its students. The strategic plan guides the board and its agents in making decisions for policy development and resource allocation.

Effective planning must consider the specific needs of the students served by the school system. The performance goals and objectives developed to measure student and organizational performance must set high but attainable standards.

PAISD's mission statement was adopted from TEA guidelines and was last reviewed in 1995. The district's stated mission is to:

> provide an educational program that equips students with a mastery of academic skills and strong, positive values, and to develop well-rounded, productive citizens, with a desire for life-long learning.

Exhibit 2-12 displays the district's goals and objectives.

Exhibit 2-12
PAISD Goals and Objectives

The four goals of PAISD include:

1. The reading and writing of the English language.
2. The understanding of mathematics.
3. The understanding of science.
4. The understanding of social studies.

The objectives adopted in 1995 include:

1. Parents will be full partners with educators in the education of their children.
2. Students will be encouraged and challenged to meet their full educational potential.
3. Through enhanced dropout prevention efforts, all students will remain in school until they obtain a diploma.
4. A well-balanced and appropriate curriculum will be provided to all students.
5. Qualified and highly effective personnel will be recruited, developed, and retained.
6. Texas students will demonstrate exemplary performance in comparison to national and international standards.
7. School campuses will maintain a safe and disciplined environment conducive to student learning.
8. Educators will keep abreast of the development of creative and innovative techniques in instruction and administration using those techniques as appropriate to improve student learning.
9. Technology will be implemented and used to increase the effectiveness of student learning, instructional management, staff development, and administration.

Source: PAISD Board Policy Manual, 1995.

PAISD's board is scheduled to participate in TSBA training for strategic planning in June 1998. The training is intended to help all board members reach a consensus on the district's future direction and begin developing a new strategic plan.

PAISD does not have an up-to-date comprehensive strategic plan that contains a timeline, implementation strategies, and specific assignments for completing each phase of the plan. In addition, the current budgeting process is not integrated into an overall strategic plan so that board members, PAISD staff, and the community agree on the allocation of resources. The superintendent has identified this as a critical need and has taken the initial steps to begin this process. At the June training session, the board will review the 1995 mission, goals, and objectives and consider their continued relevance to educating Port Arthur's students.

Recommendation 12:

Develop a comprehensive strategic plan that reflects the district's unique goals and objectives.

The strategic plan should reflect the goals and objectives of the district by major program and department, along with implementation strategies, timelines, and responsibility assignments. The plan should be continuously updated each year and should be used as a foundation for establishing budget priorities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Based on the guidelines of TSBA training, the superintendent creates a strategic planning committee consisting of representatives from central administration, elementary and secondary campuses, and community members.	June 1998
2. The superintendent authorizes the strategic planning committee to select a chairman and convene the organizational meeting prior to the end of the school year.	July 1998
3. The committee, in conjunction with the board, holds public hearings to solicit input from the community regarding the district's mission and goals to achieve "buy-in" on the district's direction.	August 1998
4. The committee solicits input from campuses through a series of workshops with Campus Site-Base Committees (CSBCs).	September - November 1998
5. The committee develops an outline of the strategies required to accomplish the district's goals based on input from the board, the public, campus personnel, and central administration.	December 1998 - January 1999
6. The committee develops an initial draft of the strategic plan including specific strategies, timelines and responsibility assignments.	March 1999
7. The superintendent reviews the draft and presents to the board for comments.	April 1999
8. The committee incorporates the board's comments into the final version of the plan and presents it to the superintendent for review and approval.	May -June 1999
9. The superintendent submits the final strategic plan to the board for its approval.	July 1999
10. The superintendent, the board budget committees, and the financial director prepare the fiscal 1999-2000 budget to reflect the priorities established in the strategic plan.	October 1999

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

Interviews with central office directors, principals, and program administrators indicate that PAISD's budget development process has been highly centralized and that district and school level administrators have had limited experience in preparing or working with budgets.. As a result, many district administrators said that they are unaware of the actual resources available to support programs.

Recommendation 13:

Integrate the planning, budgeting and program evaluation functions of the district.

Creating a budget development calendar and ensuring broad-based participation in the budget development process can assist PAISD in using evaluation data to plan, establish priorities and commit resources to fund these priorities.

PAISD should develop a comprehensive approach to planning, budgeting, and evaluation that:

- links districtwide evaluation, planning, and budgeting;
- monitors school-based evaluation, planning, and budgeting;
- monitors policy effectiveness; and
- systematically evaluates program and organizational functions on a regular basis.

This would ensure that PAISD administrators are held accountable for the use of funds..

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent develops a plan for integrating district planning, budgeting, and evaluation functions.	September 1998
2. The superintendent identifies the roles and responsibilities of each district office in the planning, budgeting, and evaluation process.	October 1998
3. The superintendent, in collaboration with the executive cabinet, monitors the process.	Beginning in March 1999 and Ongoing
4. The superintendent submits an annual planning, budgeting, and evaluation schedule.	Beginning in March 1999 and Ongoing

5. The superintendent, in conjunction with the executive cabinet, drafts a detailed budget calendar.	August 1998
6. The board reviews the budget calendar and provides comment.	September 1998
7. The superintendent implements the budget calendar.	October 1998

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

A comprehensive organizational approach links district evaluation and fiscal planning functions with the strategic plan. To make critical decisions regarding resource management, program continuance, and new initiatives, the board and PAISD administrators need easy access to up-to-date, integrated program and operations evaluation and planning information. Instead of convenient summary reports, however, PAISD's board often relies on computer printouts as a basis for its decision-making.

In general, PAISD's planning function is fragmented with few consistent evaluation practices . Several departments participate in data collection for evaluation; student testing, for example, is assigned to the Administrative Services Department, which manages the state's testing program. Student information systems, including PEIMS reporting, are assigned to the Computer Services Department. Budget planning functions are assigned to the chief financial officer and the superintendent. Historically, the budget planning function has not been clearly tied to the district's goals for its students or to a comprehensive plan for allocating resources. Interviews indicate that the former business administrator retained administrative authority over the budget and purchasing process and senior staff had only limited input into financial matters.

Moreover, PAISD's evaluation reports have been limited information gathered for state and federal reporting requirements, which typically comprises student counts and existing student performance data. PAISD has not effectively evaluated critical areas such as the effectiveness of dropout programs and gifted and talented programs, or the impact of student attendance zones on educational service delivery. As a result, some schools now operate over capacity and must transfer students within their zone to other schools to receive critical educational services. At the same time, other schools operate under capacity. Such capacity issues can be very costly and have a direct impact on the effectiveness of educational programs.

Regular, ongoing evaluation is required to determine the effectiveness and efficiency of district operations. Evaluations conducted by individual schools should be summarized annually and trends in district and school performance tracked over time. Based on these evaluations, the board and district officials can make clear decisions to improve operations and eliminate ineffective programs.

Yet PAISD does not have a program evaluation policy requiring that new or existing programs undergo regularly scheduled independent evaluations to determine the extent to which they achieve stated objectives or provide a cost-effective and relevant service to the district. Furthermore, the district has no formal process for determining the scope of each program evaluation and the questions that must be answered in an evaluation.

An effective program evaluation policy requires:

- that all programs be evaluated at least once every three years;
- that new and/or pilot programs include a plan for program evaluation that will be used to determine whether or not they should be continued or expanded; and
- that a schedule for program evaluations be approved and specially funded by the board on an annual basis.

The inability to access evaluation data is preventing PAISD from being able to systematically use the data to improve instruction. The district has difficulty obtaining data on its own operations other than what is easily available through the PEIMS database. To obtain some of the information necessary for this review, PAISD staff had to examine individual student files. The following are examples of the kind of data requested by TSPR that were not easily attainable by district staff.

- failure and retention rates for students
- aggregated data on Title I student progress by programs
- software program achievement results of Title I students
- number of children served in special education programs by ethnicity
- number of special education children in inclusion, self-contained, and resource classrooms
- bilingual education students' time in programs
- bilingual education students' reclassification rate
- number of students in 504 intervention programs
- number of special education referrals out of compliance with the 60-day placement rule
- placement and progress data on Pre-K students once they enter kindergarten programs

Survey responses of both teachers and administrators indicate that that the program evaluation, research, and assessment components of PAISD need improvement. Fifty-five percent of PAISD's principals and 54 percent of PAISD's teachers said there is room for improvement in this area, compared to 25 percent of other school district administrators and 37 percent of teachers from other districts reviewed by the consulting team over the years.

Recommendation 14:

Develop a comprehensive policy on program evaluation and establish procedures for data collection and management.

An effective evaluation program would help PAISD improve services to students.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent drafts a comprehensive program evaluation policy.	February 1999
2. The superintendent disseminates the draft program evaluation policy to all program managers for review and input.	March - April 1999
3. Based on this input, the superintendent revises the draft policy as needed and presents the policy to the board.	June 1999
4. The board discusses and revises the recommended policy as needed and then adopts the appropriate revision.	July - August 1999

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Texas Education Code 11.251 requires all districts to establish a District Education Improvement Council. To comply with this requirement, PAISD has formed a District Decision Process Committee (DDPC) currently made up of 33 members, including 27 PAISD employees representing each of the district's 18 campuses and the district office, as well as two community members, two business representatives, and two parents. Two-thirds of the district and campus members are teachers. The remaining third are professional non-teaching employees. The current DDPC membership of 33 representatives represents a decrease from the original 56 members who participated in the group in 1992. The DDPC publishes a meeting agenda designed by an agenda committee consisting of three members, one of whom must be designated by the board.

The DDPC is intended to be an avenue for parents and community members to provide direction and guidance to the superintendent and staff regarding educational issues. Many districts show the district-level decision-making team on their organizational charts and establish clear procedures for the committee's participation in the decision-making process.

Interviews indicate that DDPC has found it difficult to focus on educational issues and has lacked meaningful participation in the district's decision-making process. Instead, the committee has been used merely as a forum to express concerns and complaints about PAISD operations. Interview participants revealed that this lack of focus may be due, at least in part, to the size of the original group. PAISD administrators said that the DDPC has not been used to assist district officials and board members in developing policy or determining goals and directions. Other interviewees speculated that the role of the committee has been unclear, and some administrators have resisted making the committee an integral part of the district management structure.

Recommendation 15:

Clarify the role of District Decision Process Committee and establish a clear focus on educational issues.

The DDPC should include cross-sectional representation of PAISD and the Port Arthur community and should meet every month. DDPC members should be provided with clear guidelines and kept informed of all actions that result from their discussions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent updates the district's organization chart to show the DDPC reporting directly to the superintendent.	June 1998
2.	The superintendent meets monthly with the DDPC to discuss successes, problems, objectives and planning strategies.	Monthly beginning September 1998
3.	The superintendent keeps the DDPC informed on the progress of all educational concerns.	Ongoing

FISCAL IMPACT

This recommendation will have no fiscal impact on the district.

FINDING

The administrative style of PAISD central office traditionally has been highly centralized. The superintendent has formed an executive cabinet consisting of the assistant superintendents, the directors of Human Resources and Communications and School Community Relations, and principal representatives, which meets each month to share information and discuss districtwide issues. The remaining directors have not been included in the cabinet.

The new superintendent also has begun to solicit and use input from the schools in the decision making process. School-based staff report that this is a welcome change. At the time of TSPR's review, the role of central office staff in guiding and facilitating campus activities had not been solidified. Some directors were uncertain of their role in the new administrative scheme. This uncertainty may be due at least in part to the fact that some of the directors are not members of the cabinet.

Interviews also indicate that the central office's mission is not consistently understood by executive staff members and that managers do not always communicate clearly about their expectations for the district's ongoing operation. For example, many executive staff members were uncertain about the superintendent's goals and directions for realigning PAISD's central office. Some administrators said that they have received information regarding future plans for district operation second-hand from school administrators and staff. Interviews with central office directors and principals also uncovered significant frustration with their level of involvement in the decision-making process.

An effective model central office should:

- serve as a service provider or facilitator;
- decentralize central operations so that time, energy, and financial resources are targeted at the school level and specifically at student needs;
- reduce levels of management in the district's organization;
- establish two-way communications vertically and horizontally throughout the school district; and
- allow for decision-making at the campus level.

TSPR has found that successful school districts begin this process by revising the job descriptions of central office administrators to reflect a service orientation. This can be accomplished by surveying Campus Site-Based Committees to ascertain their needs for central office services. In addition, successful district administrators increase their awareness of school needs by spending as much as half their time in the schools.

Recommendation 16:

Strengthen the role of the executive cabinet by including all directors and provide a framework for the PAISD central office to facilitate high quality services to schools.

Critical services in PAISD's central office should be identified and evaluated to determine the level of actual support each service provides to schools. The executive cabinet should meet regularly and serve as a communication and management decision-making body.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The chairman of the DDPC and the superintendent appoint a committee of district and campus administrators and staff to analyze the schools' critical service needs.	June 1998
2. The executive cabinet meets weekly to enhance districtwide communication.	Beginning in June 1998
3. The DDPC conducts a survey of Campus Site-Based Committees to ascertain their needs.	September 1998
4. The results of the surveys are shared with the executive cabinet, all PAISD administrators, and the board.	October 1998
5. The executive cabinet uses the survey results to make changes in the services offered to schools and the amount of time that central office staff members spend on campuses.	November 1998

FISCAL IMPACT

This recommendation should have no fiscal impact on the district.

D. SCHOOL MANAGEMENT AND SITE-BASED DECISION-MAKING

Schools typically are organized to meet the needs of communities they serve. Population density, the age of students, transportation requirements, the adequacy of facilities, and the organization of the curriculum all help determine school organization.

In recent years, Texas' emphasis on site-based management and decision-making has greatly affected the way in which schools are managed. Site-based decision-making provides a mechanism for teachers, parents, and community members to assist central and campus administrators in improving student performance.

The Texas Education Code specifies many requirements for site-based decision-making. These include the following:

- A district improvement plan and campus improvement plans must be developed, reviewed, and revised annually.
- District and campus performance objectives that, at minimum, support state goals and objectives must be approved annually.
- Administrative procedures must clearly define the respective roles and responsibilities of the superintendent, central office staff, principals, teachers, and district-level committee members in the areas of planning, budgeting, curriculum, staffing patterns, staff development, and school organization.
- District and school-based decision-making committees must be actively involved in establishing administrative procedures.
- Systematic communications measures must be put in place to obtain broad-based community, parental, and staff input and to provide information to those persons regarding the recommendations of the district-level committee.
- Administrators regularly consult with the district-level committee on the planning, operations, supervision and evaluation of the district's educational program.

PAISD's board policy BQB establishes campus-level committees on each campus. Principals are responsible for oversight of campus programs and for working with the campus-level committee by holding periodic meetings, preparing articles for district or campus publications, and submitting reports on the work of the committee for posting on bulletin boards. Committees are to be made up of staff, parents, businesses, and community representatives. At least two-thirds of the district and staff represented must be classroom teachers, nominated and elected by their respective departments or grade levels. The committee should include a minimum of two parents, two community members, and two business representatives. Members are elected or selected annually.

FINDING

PAISD is organized into 18 schools and education centers. Each high school, middle school, and elementary school has a Campus Site-Based Committee (CSBC) as required by state law. Each school is staffed with a principal and one or more assistant principals, counselors, librarians, teachers, custodians, food service personnel, and other specialized personnel. The principal is responsible for supervising all school personnel and participates in the hiring process. CSBCs participate in the development and revisions of Campus Improvement Plans (CIPs). The central office supports the development of these plans through the Curriculum and Instruction Department. The assistant superintendent for Curriculum and Instruction has a comprehensive plan for monitoring the development and implementation of CIPs.

On-site review and interviews with principals, staff, and community members revealed a site-based decision-making process has not been effectively implemented at all the schools. Although the district claims to the use site-based approach as required by TEA, interviews with various personnel indicated that an autocratic, top-down approach still exists at some schools. For example, all campuses develop CIPs outlining the needs of each school, and the goals, objectives, activities, person responsible, and evaluations used to address the needs. These plans are intended to be the result of input from broad-based stakeholder groups but teachers and administrators claim that input into plans and coordination of activities associated with the plans are greatly influenced by campus administrators. Adopting a site-based management approach requires school administrators to incorporate the opinions and information of many community and school-based participants. Reaching consensus on school decisions with diverse groups often requires ongoing training for administrators.

Recommendation 17:

Provide expert professional development in site-based management and leadership to principals.

This recommendation would assist principals in developing effective CSBCs who will design effective CIPs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and assistant superintendent for Curriculum and Instruction research and determine the top experts in the field of site-based management and leadership.	June 1998
2.	Experts in the field of site-based management and leadership are secured for professional development of principals and assistance to the district in monitoring the changes to the process.	September 1998
3.	The superintendent monitors the changes to the site-based process.	Ongoing

FISCAL IMPACT

No costs would be associated with this recommendation; the district can use some of its training budget towards this purpose.

FINDING

Nationally, school improvement plans are highly effective planning tools that specify the resources and costs (such as for materials and staff development) for each school improvement strategy identified in the plan. Effective school improvement plans also provide information on activities and programs offered at each school site and their relationship to the school's goals and objectives. Furthermore, effective school improvement plans link school-based objectives for improvement to specific action steps or critical activities needed to accomplish the stated objectives.

For example, not unlike a districtwide strategic plan, if a school's objective is to improve dropout rates, the critical action steps, services such as tutoring, attendance monitoring, and staff development activities planned to accomplish objective are clearly stated. Campus Improvement Plans (CIPS) in PAISD do not, however, provide complete information on the scope of services, resources, and staffing provided at each school and how these services meet the specific instructional needs of the students served by the school campus. A model CIP provides:

- a detailed budget that includes total program costs and staffing
- a list of services provided at the campus;
- specific evaluation strategies for each goal and program; and
- a list identifying campus needs for services from the central office to meet specific site-based objectives.

Recommendation 18:

Strengthen CIPs by linking the planning, evaluation, and budget components.

The CIP should show the linkage between fiscal resources, human resources, services, and evaluation provided by each campus. Each CIP should reflect the specific needs of the students served and specify a clear methodology for evaluating the objectives stated in the plan and the resources used to implement these objectives.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Curriculum and Instruction revises the guidelines for developing CIPs to include a more comprehensive budget component, service descriptions, evaluation strategy, and references to all the school-based and central office services needed to accomplish school objectives.	Starting in January 1998
2. The assistant superintendent for Curriculum and Instruction, through the CIPs, provides a clear link between the school's programs and services and the specific needs of students served in each school.	Ongoing

FISCAL IMPACT

This recommendation could be implemented with existing resources.

FINDING

Some parents and community member told the review team they felt excluded from involvement in PAISD schools, and would like to be more involved. In interviews with the review team, some parents reported that their participation on committees, or even attendance in classrooms, is not welcome.

Board policy dictates that there be at least two parents, two community members, and two business representatives on each CSBC, and for the most part, CSBC have the prescribed number of representatives. Never-the-less, some parents and community members feel excluded, claiming that representatives are hand-picked to serve.

Board policy stipulates that teacher representatives on CSBCs must be nominated and elected by their respective departments or grade levels. Parents community members and business representatives, on the other hand, are typically volunteers. The board policy speaks to informing all parents about the committee's duties, and using several methods of communication to inform the community-at-large and businesses in particular of opportunities to serve on CSBCs. However, it was difficult to ascertain to what extent each school complied with the spirit of the policy in regard to soliciting volunteers for the committees.

Recommendation 19:

Ensure that PAISD's Campus Site-Based Committees welcome and recruit a wide variety of parents, community, and business representatives who want to be involved in the decision-making process.

The director of Communications should develop various options for soliciting volunteers and share those ideas with principals throughout the district. The director of Communication should be assigned to assist principals having difficulty recruiting members, and to work with parents who are interested in being involved in the schools. When parents or community members have met resistance from campus administrators they should be encouraged to voice their complaints to the director of Communications and the director should report these occurrence to the superintendent for follow-up action and attempt to find ways to use their talents in other areas of district operations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent directs the director of Communications to develop a list of ideas for principals to use in soliciting volunteers, to work with principals that are having difficulty recruiting CSBC members, and to assist parents that have met with resistance from campus administrators.	September 1998
2. The superintendent periodically monitors the level of campus compliance with board policy concerning CSBCs.	Ongoing

FISCAL IMPACT

No cost or savings would be associated with this recommendation.

PORT ARTHUR

INDEPENDENT SCHOOL DISTRICT

EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 3

EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

This chapter examines PAISD's educational delivery systems and planning and performance measures in seven sections:

A. Organization, Planning and Management
B. Student Performance
C. Curriculum and Instruction
D. Special Education
E. Career, Technology and School-to-Work Initiatives
F. Gifted and Talented
G. Bilingual/English as a Second Language (ESL)

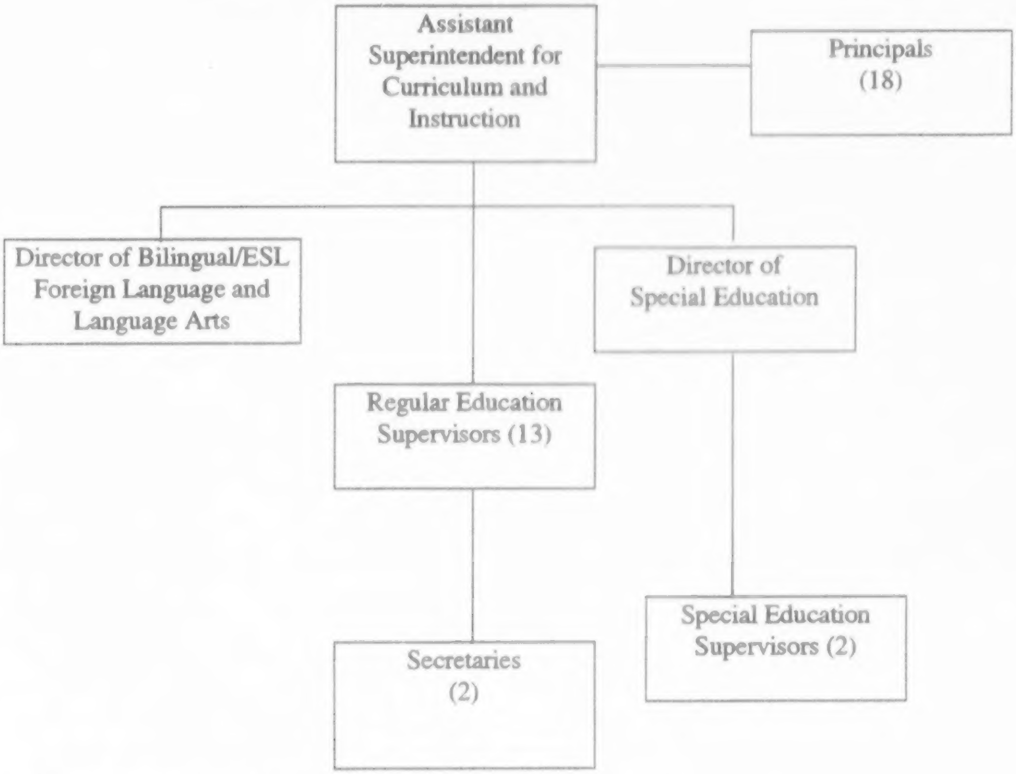
A. ORGANIZATION, PLANNING AND MANAGEMENT

A cost-effective instructional delivery system provides effective learning for students without unnecessary expenditure. A clearly focused mission, goals, and objectives should drive the educational process. Additionally, a carefully devised administrative support structure should be in place to ensure that district goals and objectives are pursued efficiently. Strategic plans must be developed and regularly monitored by staff members who are directly responsible for program implementation. Finally, educational service delivery processes and outcomes must be monitored and evaluated to ensure that the district's programs are producing the desired improvements in student performance.

CURRENT SITUATION

Exhibit 3-1 shows the current organization of PAISD's Curriculum and Instruction Department. The assistant superintendent for Curriculum and Instruction oversees all services related to Pre-kindergarten through grade 12 education, including the district's guidance services. In addition to the assistant superintendent, the department includes a director of Bilingual/ESL, Foreign Language, and Language Arts; a director of Special Education; 13 regular education supervisors who provide technical assistance to schools in curriculum development and program implementation; two special education supervisors; one grants coordinator; and two secretaries.

Exhibit 3-1
Port Arthur Independent School District
Organizational Structure
Curriculum And Instruction Department


Assistant Superintendent for Curriculum and Instruction
Principals (18)
Director of Bilingual/ESL Foreign Language and Language Arts
Director of Special Education
Regular Education Supervisors (13)
Special Education Supervisors (2)
Secretaries (2)

Source: PAISD Curriculum and Instruction Department, 1998.

FINDING

A curriculum and instruction department should provide direction and assistance in curriculum development and support the implementation of regular and special education programs. In smaller districts, this may also include oversight responsibility for student services such as guidance, testing, and health services. In PAISD, the assistant superintendent for Curriculum and Instruction oversees and coordinates all functions related to curriculum and instruction as well as guidance services.

The Curriculum and Instruction Department's current organizational structure does not adequately support instruction and the implementation of curriculum. Although the 13 supervisors write curricula and provide technical assistance to schools in implementing them, the responsibility for coordinating the entire process is assigned to a single position, the assistant superintendent for Curriculum and Instruction. As a result, this assistant superintendent oversees 15 positions, including 13 supervisors and two directors, and monitors the curriculum development process for all subject areas in grades K-12.

Effective curriculum development is critical for effective instruction. To provide clear curricular guidelines for all schools in PAISD, the position assigned to guide the process must have ample time to focus on the task. Under the current organizational structure, the assistant superintendent's role is too broad to provide adequate focus on curriculum development.

Recommendation 20:

Create a director of Curriculum position to oversee and coordinate all curricular and instructional programs.

A director of Curriculum position would help to focus the district's efforts in curriculum development and reduce the assistant superintendent's span of control.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent asks the board to create a director of Curriculum position.	January 1999
2. The board approves the director of Curriculum position.	February 1999
3. The assistant superintendent for Administrative Services advertises locally and nationally for job candidates.	May 1999
4. The assistant superintendent for Administrative Services follows standard procedures to review the applicant pool and select the best applicants for interviews.	June 1999
5. The assistant superintendent for Curriculum and Instruction hires the most qualified applicant to fill the position.	July 1999

FISCAL IMPACT

The annual cost for a director of Curriculum position is estimated at $68,605, based on a salary of $58,140 and 18 percent benefits.

Recommendation	1998-99	1999-2000	2000-01	2000-02	2002-03
Create a director of Curriculum position	$0	($68,600)	($68,600)	($68,600)	($68,600)

BEST COPY AVAILABLE

FINDING

Elementary and secondary supervisors in the Curriculum and Instruction Department assist teachers in developing strategies to improve student test scores on the Texas Assessment of Academic Skills (TAAS). Interviews with central office and school-based staff members indicate that the role of these supervisors is unclear. For example, supervisors often play dual roles as central office administrators and school-based support personnel. Furthermore, supervisors rotate daily among schools and often provide a wide range of services.

Exhibit 3-2 illustrates the assignments of these supervisors. PAISD employs five elementary supervisors, four secondary supervisors, two special education supervisors, one Title I supervisor, one supervisor of at-risk programs, and one library supervisor. Four supervisors have titles indicating oversight responsibility for Title I programs where schools receive additional federal dollars to provide supplemental resources to students who meet federal requirements for the free and reduced-price lunch program, but many of the supervisors oversee both Title I and non-Title I schools.

Exhibit 3-2
PAISD Supervisors and Responsibilities

Title	Responsibilities
Elementary Title I Campus Supervisor	Oversees one Title I elementary school and one non-Title I school
Elementary Title I Campus Supervisor	Oversees one Title I elementary school and two non-Title I schools
Elementary Supervisor	Oversees two Title I elementary schools
Elementary Supervisor	Oversees three Title I elementary schools
Elementary Supervisor	Oversees one Title I elementary school, one non-Title I elementary school, and the elementary VEGA and Summit programs
Social Studies Supervisor	Oversees all middle and high school programs.
Science Supervisor	Oversees all middle and high school programs
Mathematics Supervisor	Oversees all middle and high school programs
Title I Campus Supervisor	Oversees Title I secondary school
Library Supervisor	Oversees all library related services
Supervisor of At-Risk Programs	Monitors all at-risk programs from the district level
Title I Supervisor	Monitors Title I programs from the district level
Special Education Supervisor	Oversees all elementary Special Education programs
Special Education Supervisor	Oversees all secondary Special Education programs
Secondary Gifted Supervisor	Oversees Summit II and III and all secondary VEGA offerings

Source: PAISD administrative interviews, 1998.

The five elementary supervisors are responsible for monitoring instruction, staff development, curriculum, textbooks, standardized testing, technology, and grant programs at two or three different school sites. Some of the elementary supervisors serve the same schools but on different days. One elementary supervisor is responsible for overseeing the Varied Experiences for the Gifted in Academics program (VEGA), the district's program for gifted students. Two supervisors are titled Title I campus supervisor but oversee both Title I and non-Title I schools. Of the many assignments required of the elementary supervisors, their most important job is providing classroom-level assistance to teachers in the implementation of curriculum and improving instructional techniques. TSPR's interviews with district personnel suggest that this role often is minimized due to the many administrative functions the supervisors perform.

Two positions are assigned to supervise PAISD's Gifted and Talented (GT) programs. One position oversees all elementary programs while the other position supervises the Summit II and III programs and all other VEGA activities at the district' secondary schools. TSPR's experience indicates that most districts with a similar number of gifted and talented students place their GT programs under one district-level administrator.

Recommendation 21:

Reclassify the five elementary supervisor positions as curriculum specialists and provide more school-based instructional support and place responsibility for all Gifted and Talented programs under one supervisor.

Reclassifying the elementary supervisor positions as curriculum specialists should create more intensive instructional support at the school level. Each curriculum specialist should be responsible for instructional support to only two schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Curriculum and Instruction develops job descriptions for the elementary curriculum specialists and the supervisor for Gifted and Talented programs.	August 1998
2. The assistant superintendent for Curriculum and Instruction assigns the elementary curriculum specialists to a maximum of two schools and assigns one person to the Gifted and Talented programs.	September 1998

FISCAL IMPACT

No cost is associated with assigning a Gifted and Talented supervisor. Reclassifying the elementary supervisor positions as curriculum specialists should save the district $58,530 in future years. This figure was calculated by taking the difference between the average supervisor salary plus 18 percent benefits ($59,354) and the average salary and 18 percent benefits of a curriculum specialist ($47,648) or $11,106 per position. The salary for curriculum specialists should be implemented as the current supervisor positions becomes vacant and assumes one vacancy per year.

Recommendation	1998-99	1999-2000	2000-01	2000-02	2002-03
Reclassify elementary supervisor positions	$11,706	$23,412	$35,118	$46,824	$58,530

FINDING

On the secondary level, three of the supervisors are designated as content experts who manage the subject areas of social studies, science, and math. A fourth serves as the secondary Title I supervisor. The director of Bilingual/ESL, Foreign Languages, and Language Arts manages all bilingual programs for PAISD and supervises K-12 foreign language and language arts courses. Although these assignments indicate that the supervisors each are assigned one content area, their functions frequently overlap. For example, it is not unusual for the supervisors to write curriculum and conduct professional development for content areas other than the one to which they are assigned.

While parts of the secondary supervisors' duties include administrative functions, they also provide technical support to teachers in core content areas. In some districts, this type of teacher support is provided by department chairpersons. Chairpersons in PAISD have little incentive to assume the role of instructional leaders since they are not compensated for the additional duties. It is difficult, furthermore, for supervisors to build continuity in any of their supervisory functions, targeting areas of need and implementing training activities to strengthen instruction, since most rotate between six different campuses every week.

To provide instructional support at secondary schools, some districts maintain only two secondary supervisors of curriculum, one for high schools and one for middle schools, to focus on the coordination of staff development and organization of teams for curriculum development. Dollars saved by maintaining fewer central office supervisory positions can be channeled to middle and high school chairpersons, helping to expand their role as content specialists at each school site.

To effectively implement curriculum at each school, supervisors' and department chairpersons' job descriptions should clearly outline the tasks associated with teacher support in instructional development and activities.

Recommendation 22:

Reclassify two of the four secondary supervisor positions as curriculum specialists and eliminate two supervisory positions.

Both curriculum specialists and department chairpersons should be expected to lead professional development activities and provide classroom assistance to teachers so that teachers fully implement the skills taught during training.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Curriculum and Instruction assigns one of the secondary supervisor positions to each school.	September 1998
2. The assistant superintendent for Curriculum and Instruction, secondary supervisors, and secondary principals work with the department chairpersons at all sites to develop clear job descriptions for providing technical support to teachers at each site.	September 1998
3. The assistant superintendent for Curriculum and Instruction ensure that a process is in place to monitor the joint responsibilities of curriculum specialists and department chairpersons.	September 1998

FISCAL IMPACT

Reclassifying the two supervisors as curriculum specialists should save the district $23,412 based on the difference between the average supervisor and average curriculum specialist salaries. It is assumed that the individuals in these positions today would continue to receive their current salaries until the positions are vacated or they are reassigned to other positions. For estimating purposes, this is assumed to occur in the next two years.

Eliminating two secondary supervisor positions would save the district a total of $118,708 annually based on an average salary of $50,300 and 18 percent benefits for each position. However, this savings could be used to provide stipends to department chairpersons who provide additional support to teachers in each content area. The supervisory positions should be eliminated through attrition or reassignment.

Recommendation	1998-99	1999-2000	2000-01	2000-02	2002-03
Reclassify two secondary supervisor positions and eliminate two supervisor positions	$118,708	$118,708	$142,120	$142,120	$142,120

FINDING

PAISD's current organizational structure assigns one supervisor to oversee the district's school-based library programs. School-based library programs also are supervised by principals at each site.

Although library services are an important function in any district, most districts the size of PAISD do not assign one position at the central office to supervise library services. Librarians can receive adequate supervision from principals at each school site.

Recommendation 23:

Eliminate the position of library supervisor.

The position of library supervisor should be eliminated through reassignment or attrition.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent recommends to the board that the position be eliminated.	July 1998
2. The board eliminates the position.	August 1998
3. The supervisor is reassigned to another position.	September 1998

BEST COPY AVAILABLE

FISCAL IMPACT

Based on an average salary of $50,000, plus 18 percent benefits, PAISD should save a total of $59,354.

Recommendation	1998-99	1999-2000	2000-01	2000-02	2002-03
Eliminate the position of library supervisor	$59,400	$59,400	$59,400	$59,400	$59,400

FINDING

PAISD's director of Bilingual/ESL, Foreign Language, and Language Arts is responsible for all bilingual and ESL programs in addition to supervision of all foreign language and language arts programs. The scope of this director's duties is vast, as reflected by the title. Consequently, it is difficult to provide proper emphasis to any one area. For example, the director supervises teachers in all three instructional areas. Teachers told TSPR that the director has too many teachers to supervise to provide adequate technical assistance to each. Since the district's bilingual/ESL program is expanding, assigning a person to this function would help ensure the program's effectiveness.

Recommendation 24:

Reclassify the director of Bilingual/ESL, Foreign Language, and Language Arts as the supervisor of bilingual/ESL programs and move all unrelated functions to the new director of Curriculum.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Curriculum and Instruction develops a job description for a supervisor of bilingual/ESL programs position.	September 1998
2.	The assistant superintendent for Curriculum and Instruction reclassifies the director of Bilingual/ESL, Foreign Language, and Language Arts as the supervisor of Bilingual/ESL programs.	September 1998

FISCAL IMPACT

Reclassifying the director as supervisor of Bilingual/ESL programs and moving the foreign language and language arts functions under the director of Curriculum would save the district $9,251, based on the current average salary plus 18 percent benefits of $59,354 for supervisors and $68,605 for the director of Bilingual/ESL, Foreign Language, and Language Arts. However, the current salary of the individual holding this position should not be reduced, therefore savings will not be realized until the current director vacates the position or moves to another position within the district. This is estimated to occur within two years.

Recommendation	1998-99	1999-2000	2000-01	2000-02	2002-03
Reclassify the director of Bilingual/ESL, Foreign Language, and Language Arts as supervisor of Bilingual/ESL Programs	$0	$0	$9,300	$9,300	$9,300

FINDING

PAISD's Title I supervisor monitors Title I programs; the supervisor of At-Risk Programs oversees all at-risk programs; two supervisors oversee Gifted and Talented programs; and the director of Bilingual/ESL, Foreign Language and Language Arts is responsible for bilingual programs. Each of these services address students with special needs. Although at-risk, Title I, bilingual, and special education programs may in fact serve many students with overlapping needs, no one person is assigned oversight responsibility to ensure coordination of these services and programs. Ideally, special programs are most effective when one person coordinates all and provides focus for these programs.

Recommendation 25:

Create a director of Special Programs position to provide oversight and coordination for all PAISD special programs, including Title I programs, at-risk programs, bilingual programs, and gifted and talented programs.

The primary responsibility of this director should be the coordination of services to students with special needs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent requests that the board create the position of director of Special Programs.	January 1999
2. The board approves the position.	February 1999
3. The assistant superintendent for Administrative Services advertises locally and nationally for the position of director of Special Programs.	April 1999
4. The assistant superintendent for Administrative Services follows standard procedures to review the applicant pool and select the best applicants for interviews.	May 1999
5. The assistant superintendent for Curriculum and Instruction hires the most qualified applicant to fill the vacancy.	July 1999

FISCAL IMPACT

The annual cost for a director of Special Programs position would be $68,605, based on a salary of $58,140 plus 18 percent benefits.

Recommendation	1998-99	1999-2000	2000-01	2000-02	2002-03
Create a director of Special Programs position	$0	($68,600)	($68,600)	($68,600)	($68,600)

FINDING

PAISD has undergone many organizational changes in recent years. Several years ago, a central office reorganization reassigned functions related to student services. As a result, testing services and attendance officers are currently the responsibility of the assistant superintendent for Administration Services; nursing services are supervised by the director of Human Resources; and guidance services are the responsibility of the assistant superintendent for Curriculum and Instruction.

The assistant superintendent of Curriculum and Instruction manages the entire Pre-K-12 instructional delivery system in addition to guidance services. Consequently, minimal attention is given to the district's guidance functions, and the roles associated with the guidance function vary from school to school. This is largely due to the lack of a guidance curriculum, outlining the goals and objectives of the district's guidance departments, and someone to coordinate guidance activities. Principals, in most cases, have assumed the responsibility for supervising guidance counselors.

Recommendation 26:

Create a position of director of Student Services to supervise nursing services, guidance counseling, and testing services.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent requests that the board create the position of director of Student Services.	January 1999
2. The board approves the position.	February 1999
3. The assistant superintendent for Administrative Services advertises locally and nationally for the vacant position of director of Student Services.	April 1999
4. The assistant superintendent for Administrative Services follows standard procedures to review the applicant pool and select the best applicants for interviews.	June 1999
5. The assistant superintendent for Curriculum and Instruction hires the most qualified applicant to fill the vacancy.	July 1999

FISCAL IMPACT

The annual cost for a director of Student Services would be about $68,605, based on a salary of $58,140 and 18 percent benefits.

Recommendation	1998-99	1999-2000	2000-01	2000-02	2002-03
Create a Director of Student Services Position	$0	($68,600)	($68,600)	($68,600)	($68,600)

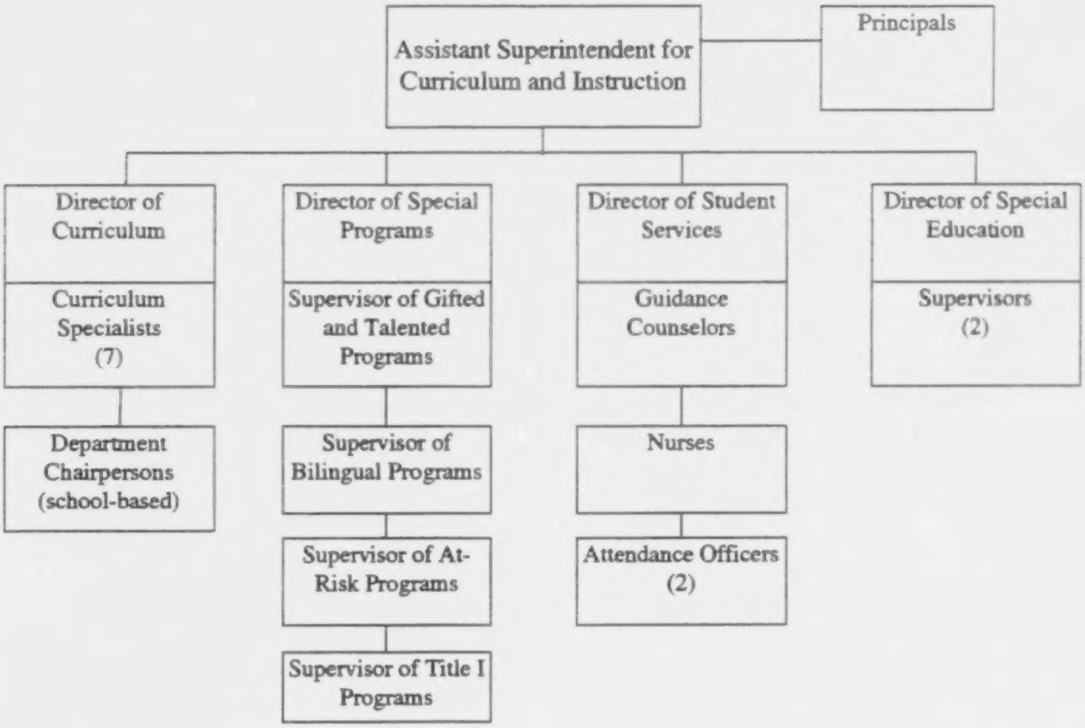
SUMMARY OF ORGANIZATIONAL CHANGES

In summary, TSPR's recommended reorganization:

- creates a director of Curriculum position to oversee and coordinate all regular education K-12 programs;
- creates a director of Student Services position to provide oversight for all guidance, testing, and nursing services;
- creates a director of Special Programs position to provide oversight and coordination for all PAISD special programs and assigns all Title I, bilingual, at-risk, and gifted and talented programs to this position;
- reclassifies the director of Bilingual/ESL, Foreign Language, and Language Arts as the supervisor of Bilingual/ESL Programs, and changes the position's functions;
- reclassifies elementary supervisor positions as curriculum specialist positions;
- reclassifies the secondary supervisor positions as curriculum specialists;
- eliminates two secondary supervisor positions;
- eliminates one library supervisor position; and
- focus the Gifted and Talented programs under one supervisor.

Exhibit 3-3 shows TSPR's proposed organizational structure. The new structure improves the balance of functions at the district level and provides support and accountability for all instructional initiatives and related program and services.

Exhibit 3-3
Proposed Organization
Curriculum and Instruction Department


Assistant Superintendent for Curriculum and Instruction
Principals
Director of Curriculum
Curriculum Specialists (7)
Department Chairpersons (school-based)
Director of Special Programs
Supervisor of Gifted and Talented Programs
Supervisor of Bilingual Programs
Supervisor of At-Risk Programs
Supervisor of Title I Programs
Director of Student Services
Guidance Counselors
Nurses
Attendance Officers (2)
Director of Special Education
Supervisors (2)

Source: MGT of America, 1998.

FINDING

All supervisors and principals and both directors in the Curriculum and Instruction Department are required to observe a set number of teachers every month as part of the monitoring process for the district's Campus Improvement Plans. Teacher observations are documented on a teacher observation form. When the form is completed, it provides instructional and classroom management suggestions for teachers to implement in their classrooms. Both the observer and teacher are required to sign the observation form. While assigning a mandatory number of teacher observations to each supervisor ensures that administrators stay in touch with classroom activities, supervisors said that they feel undue pressure to complete a given number of forms instead of ensuring that they make high-quality observations. Due to the number of required observations, many teachers who need special attention do not get enough technical assistance. Since observing and supporting competent teachers is easier and less time-consuming than observing those who require more support, supervisors select this option to meet their quotas. Requiring a set number of observations, moreover, limits supervisors' ability to provide other technical support and services such as skill training and demonstration lessons that can greatly enhance teaching skills.

Recommendation 27:

Develop procedures that allow more professional flexibility in supporting teachers based on the individual needs at each school site.

Supervisors should continually assess teachers' needs and develop specific plans to meet them.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Curriculum and Instruction and principals determine specific job responsibilities for all supervisors in supporting classroom teachers.	August 1998
2. The assistant superintendent for Curriculum and Instruction drafts procedures stating how all supervisors will be held accountable for assessing and meeting teacher needs.	August 1998
3. The assistant superintendent for Curriculum and Instruction holds a focus group with supervisors to gather input into the job descriptions and accountability plan.	September 1998
4. The assistant superintendent for Curriculum and Instruction implements the newly devised accountability system.	Ongoing

FISCAL IMPACT

No costs would be associated with this recommendation.

B. STUDENT PERFORMANCE

Student assessment is a vital component in every school system. The public emphasis on student performance is more apparent than ever and it is extremely important that school districts provide adequate support to their schools in the areas of test analysis and interpretation.

CURRENT SITUATION

The Texas Education Agency (TEA) collects and summarizes a wide range of data on school district operations through the Public Education Information Management System (PEIMS). School districts gather and report key indicators of performance such as enrollment, staffing, and finance at regular intervals.

The technical support for PEIMS reporting in PAISD is provided by the Computer Services Department, which assigns a data entry clerk to PEIMS data collection and submission. This clerk works with representatives from the Curriculum Instruction Department, Administrative Services Department, and Business Office to ensure that the information is gathered in a timely manner and is as correct as possible.

As required by Texas Education Code, PAISD fully participates in the state's testing program. **Exhibit 3-4** lists tests administered in PAISD and indicates the grade level at which each test is given. In addition, the district administers several other tests to screen students for special programs.

Exhibit 3-4
PAISD Districtwide Tests, Grade Levels, and Purpose

Test Instrument	Grades	Purpose
Otis-Lennon School Ability	3, 8, & 10	To assess school-related abilities in verbal and nonverbal areas
VEGA Screening	K-12	To identify students for gifted and talented programs
Texas Assessment of Academic Skills (TAAS)	3-8, 10-12	To determine mastery of objectives in writing, reading, math, science, and social studies
Iowa Tests of Basic Skills	K-2	A national test that assesses achievement in listening, reading, language, math, social studies, and science
IDEA	Pre-K-12	To assess language proficiency for bilingual/ESL eligibility
La Pruba de Realizacion	K-2	To access achievement in reading/language, math, social studies

Source: PAISD records, 1998.

Scores on the Texas Assessment of Academic Skills are an essential component of the state's accountability system. TAAS is a standardized test for students in grades 3, 4, 5, 6, 7, 8, and 10. Schools receive accountability ratings based on TAAS scores. The accountability ratings are:

- Exemplary - at least 90 percent passing
- Recognized - 70 percent to 89.9 percent passing
- Acceptable - 30 percent to 69.9 percent passing
- Low-performing - less than 30 percent passing

Exhibit 3-5 provides an overview of PAISD's accountability ratings from 1994 through 1997.

Exhibit 3-5
Campus Accountability Ratings
1994-1997

School	1994	1995	1996	1997
High Schools				
Austin High	Acceptable	Low Performing	Acceptable	Acceptable
Jefferson	Acceptable	Acceptable	Acceptable	Low Performing
Lincoln	Acceptable	Acceptable	Acceptable	Acceptable
Middle Schools				
Edison	Acceptable	Low Performing	Acceptable	Acceptable
Wilson	Acceptable	Acceptable	Acceptable	Acceptable
Elementary Schools				
DeQueen	Acceptable	Acceptable	Acceptable	Acceptable
Dowling	Acceptable	Acceptable	Acceptable	Acceptable
Franklin	Acceptable	Acceptable	Acceptable	Acceptable
Houston	Acceptable	Acceptable	Acceptable	Acceptable
Lee	Acceptable	Acceptable	Acceptable	Acceptable
Pease	Acceptable	Acceptable	Acceptable	Recognized
Travis	Acceptable	Acceptable	Acceptable	Acceptable
Tyrrell	Acceptable	Acceptable	Acceptable	Acceptable
Washington	Acceptable	Acceptable	Acceptable	Acceptable
Wheatley	Not Rated	Not Rated	Not Rated	Not Rated
Alternative Schools				
Hughen	Not Rated	Not Rated	Not Rated	Not Rated
Lamar	Pending	Pending	Pending	Needs Peer Review

Source: Texas School Performance Review.

Exhibit 3-6 compares PAISD's percentage of students passing state-mandated tests with the state totals for the 1995-96 and 1996-97 school years.

BEST COPY AVAILABLE

Exhibit 3-6
Percentage Of Students Passing TAAS
PAISD versus State Total
1995-96 Through 1996-97 School Years

TAAS TEST			
Reading	**1995-96**	**1996-97**	**Percent Change**
State	80	84	4%
PAISD	66	71	5%
3rd	73	75	2%
4th	64	74	10%
5th	72	73	1%
6th	55	65	10%
7th	66	71	5%
8th	62	69	7%
10th	69	73	4%
Math	**1995-96**	**1996-97**	**Percent Change**
State	74	80	6%
PAISD	55	62	7%
3rd	65	74	9%
4th	60	69	9%
5th	60	74	14%
6th	49	54	5%
7th	48	57	9%
8th	48	52	4%
10th	50	55	5%
Writing	**1995-96**	**1996-97**	**Percent Change**
State	83	85	2%
PAISD	75	76	1%
4th	82	86	4%
8th	66	64	(2%)
10th	79	80	1%

Source: Academic Excellence Indicator System, 1995; 1996.

Although PAISD's scores are increasing, **Exhibit 3-7** shows that student TAAS scores tend to be low compared to a selection of peer districts.

Exhibit 3-7
Students Passing All TAAS Tests
1995-96 Through 1996-97 School Years

District	Percent Passing All TAAS 1995-96	Percent Passing All TAAS 1996-97
Region V Average	58.6	65.2
Longview ISD	57.8	62.5
Bryan ISD	54.2	60.3
North Forest ISD	45.9	58.1
Peer District Average	48.7	55.8
Beaumont ISD	49.9	55.3
Galveston ISD	46.9	52.8
Port Arthur ISD	**39.1**	**47.7**
Waco ISD	37.5	45.9

Source: AEIS, 1995-96 and 1996-97.

Exhibit 3-8 compares PAISD's Scholastic Assessment Test (SAT) and American College Test (ACT) scores with state and national averages. Again, PAISD falls below both state and national averages.

Exhibit 3-8
SAT And ACT Composite Scores
PAISD Versus State And Nation
1992-93 Through 1995-96 School Years

Year	PAISD	Texas	Nation
SAT			
1995-96	**868**	993	1,016
1994-95	**776**	891	910
1993-94	**744**	885	902
1992-93	**746**	885	902
ACT			
1995-96	**17.6**	20.1	20.9
1994-95	**18.1**	20.0	20.6
1993-94	**18.6**	20.1	20.8
1992-93	**18.9**	20.1	20.7

Source: 1994-95 District Report; 1995-96 School Report Card; 1996-97 School Report Card.

According to TEA's assessment rules (19 TAC Section 101.3), each district's Language Proficiency Assessment Committee reviews all available information for each student to ensure that the most appropriate assessment is used. The following criteria are to be reviewed to determine which assessment options are most appropriate for each Limited English Proficient (LEP) student:

- literacy in English and/or Spanish;
- oral language proficiency in English and/or Spanish;
- academic program participation (bilingual education or ESL), language of instruction, and planned language of assessment;
- number of years continuously enrolled in school;
- previous testing history; and
- level of academic achievement.

FINDING

As shown in **Exhibit 3-9**, PAISD's dropout rate is increasing while the state dropout rate is on the decline.

Exhibit 3-9
Dropout Rates For PAISD, Region V, And the State
1992-93 Through 1995-96 School Years

YEAR	PAISD	STATE
1992-93	1.8	2.8
1993-94	.6	2.6
1994-95	2.0	1.8
1995-96	3.3	1.8

Source: 1994-95 District Report; 1995-96 School Report Card; 1996-97 School Report Card.

PAISD has a Dropout Prevention Plan. **Exhibit 3-10** shows the dropout prevention programs listed in the plan and the funding sources supporting each program. Many of the programs listed target students who may be at risk of dropping out, however some are designed to address multiple concerns. For example, bilingual education certainly helps bilingual children stay in school but is primarily designed to transition students into regular classrooms. While many options are available to meet the needs of at-risk students, PAISD has not evaluated the effectiveness of its dropout plan. The district database that tracks dropouts and potential dropouts provides only limited data that could be used to evaluate the programs and there is currently no automated system in place. Without adequate tracking of dropout data, the district cannot determine whether its programs are meeting the needs of the district's at-risk population. As a result, programs are added to the dropout plan because grant funding is available rather than because additional program needs have been identified.

Exhibit 3-10
PAISD Dropout Prevention Programs and Funding Source
1997-98

Program	Funding Source
Headstart	Federal Grant
Pre-kindergarten	State Compensatory Education Funds
Title I	Federal Grant
Bilingual Classes	State Bilingual Funds
Bilingual Summer Program	State Bilingual Funds
Free Summer School	Optional Extended Year Grant
D.A.R.E.	Drug Free Schools Grant
Koalaty Kids	Corporate Funds
Project Home Safe	Agricultural Extension Funds, Lamar University Funds, Drug Free Schools Grant
Camp Fire Self-Reliance	Drug Free Schools Grant
TAAS Preparation Classes 6-12	State Compensatory Education Funds
Student Assistance Programs	Drug Free Schools Grant
ESL 6-12	State Bilingual Funds
Teenage Expectant Mothers Unit	State Compensatory Education Funds
Off-Campus Suspension Unit	State Compensatory Education Funds
Project S.A.V.E.	State Compensatory Education Funds
Saturday Tutorials	State Compensatory Education Funds
Communities in Schools	Communities in Schools Grant
Plus Study Skills	State Compensatory Education Funds
Project Emerge	State Compensatory Education Funds
Project Re-direct	Criminal Justice Grant
The Harbor Program	Federal Prevention Services Grant
Optional Extended Year Summer School	State Grant

Source: Department of Curriculum and Instruction, 1998; PAISD Dropout Prevention Plan, 1997.

A comprehensive evaluation plan would allow PAISD administrators to shape programs that are better able to meet the needs of their at-risk population and lower the district's dropout rate.

An effective evaluation plan would identify the data necessary to evaluate each dropout prevention program and create a process for collecting these data. In many districts, these data include such indicators as retention rates, dropout rates, level of academic achievement, attendance rate, disciplinary infractions, alcohol/drug related infractions, and other outcomes of program effectiveness.

Recommendation 28:

Establish an evaluation plan for all dropout prevention programs.

Each program designed to address dropout prevention should be assessed, and basic outcomes and goals established for future years. Each year goals are compared to actual performance and decisions are made to adjust or enhance the program or to abandon it as no longer useful.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The supervisor of At-Risk Programs solicits input from dropout prevention program leaders concerning the type of outcome and process data needed for evaluation.	September 1998
2. The supervisor of At-Risk Programs works with Computing Services to set up a database with the predetermined performance measures needed to conduct program evaluations.	October 1998
3. The supervisor of At-Risk Programs requires dropout prevention program leaders to turn in an annual evaluation that includes information on program processes and outcomes.	Ongoing
4. The supervisor of At-Risk Programs uses evaluation data to determine programs to be expanded, modified, or canceled.	Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

PAISD does not effectively collect data for program and service evaluations. The PEIMS information used by various departments to produce reports, for example, often contains inconsistencies. PEIMS data are sent to the district office by schools and then entered centrally by the Computer Services Department. Computer Services does not have a process in place to ensure that these data are correct. For example, **Exhibit 3-11** shows information reported on bilingual students taken from the 1996-97 PEIMS data.

Exhibit 3-11
Number of Bilingual Students By Campus

School	Number of Bilingual Students
Austin Middle/High	0
Jefferson High	132 (ESL)
Lincoln High	0
Edison Middle	158 (ESL)
Wilson Middle	31
DeQueen Elementary	23
Houston Elementary	6
Franklin Elementary	440
Lee Elementary	159
Pease Elementary	3
Travis Elementary	13
Tyrrell Elementary	9
Washington Elementary	1
Dowling Elementary	0
Hughen Special School	0

Source: PEIMS 1997-98

According to district staff, there were no bilingual students at the Wilson, DeQueen, Houston, Pease, Travis, Tyrrell, or Washington campuses, yet the PEIMS report locates bilingual students at each of these campuses. Although the error was subsequently corrected by the district, the exhibit reveals a breakdown in the data collection process. According to administrators interviewed by TSPR, inaccurate data, including PEIMS data, can be found in other district reports. A recent error in reporting Transportation Department data to TEA, for example, resulted in a significant drop in the district's linear density ratings. Since PAISD's funding is tied to PEIMS data collection, it is essential that errors be removed systematically.

Recommendation 29:

Review PAISD's data collection methods and establish a system to verify the accuracy of PEIMS data before submitting them to TEA.

A review of the processes related to PEIMS would ensure that collection and inputting problems are noted and resolved. Specifically, administrative leaders such as directors and supervisors should be responsible for checking data related to their programs to make sure that PEIMS data matches program data. Identified flaws should be corrected before the information is sent to TEA.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Curriculum and Instruction and the director of Computer Services review 1997-98 PEIMS data and data collection methods to identify where inaccuracies may occur.	July 1998
2.	The assistant superintendent for Curriculum and Instruction and the director of Computer Services develop a plan to correct data inaccuracies and disseminate the plan.	August 1998
3.	The assistant superintendent for Curriculum and Instruction and the director of Computer Services implement the plan to correct data inaccuracies and disseminate the plan.	Ongoing

FISCAL IMPACT

No costs would be associated with this recommendation.

C. CURRICULUM AND INSTRUCTION

Public education should provide students with opportunities to develop their knowledge and skills so that they can become self-sufficient, responsible citizens. The curriculum of any educational institution should identify the knowledge, skills, and competencies expected to be attained by students and serve as a guide for classwork. The curriculum, instruction, and evaluation processes all should be closely linked.

CURRENT SITUATION

PAISD provides instruction based on the Texas Essential Elements curriculum, a common, statewide curriculum adopted by the State Board of Education that outlines the elements of instruction students should have the opportunity to learn. The district plans to replace the Texas Essential Elements with the new Texas Essential Knowledge and Skills (TEKS) curriculum in Fall 1998. TEKS present clear, detailed descriptions of knowledge and skills students are expected to learn at every grade level from kindergarten through grade 12. Unlike the Texas Essential Elements, TEKS provide a learner-centered approach, rather than a teacher-centered approach to instruction; goals and objectives are defined in terms of what students will know and be able to do instead of what teachers will be required to teach.

Seven PAISD schools receive Title I funding as schoolwide programs because 50 percent or more of their students qualify as economically disadvantaged according to federal requirements for the free and reduced-price lunch program. **Exhibit 3-12** provides an overview of PAISD schools receiving Title I funding in 1996-97.

Exhibit 3-12
District Schools' Grades, Enrollment, Percent Economically Disadvantaged, and Title One Status
1996-97

School*	Grades	Enrollment	Percent Economically Disadvantaged	Title I Status
Austin Middle/High School	6-12	654	38.9	Non-Title I
Jefferson High School	9-12	1422	61.1	Non-Title I
Lincoln High School	9-12	919	51.8	Non-Title I
Lamar Community Guidance Center	9-12	113		Non-Title I
Edison Middle School	6-8	1100	75.2	Title I
Wilson Middle School	6-8	1040	64.8	Non-Title I
DeQueen Elementary School	Pre-K-5	513	87.6	Title I
Dowling Elementary School	Pre-K-5	303	55.8	Non-Title I
Houston Elementary School	Pre-K-5	730	70.4	Title I
Franklin Elementary School	Pre-K-5	952	80.1	Title I
Lee Elementary School	Pre-K-5	893	84.2	Title I
Pease Elementary School	Pre-K-5	284	59.9	Non-Title I
Travis Elementary School	Pre-K-5	722	89.7	Title I
Tyrrell Elementary School	Pre-K-5	679	64.1	Non-Title I
Washington Elementary School	Pre-K-5	589	81.0	Title I
Wheatley School of Early Learning Programs	Pre-K	351	75.7	Non-Title I

Source: 1996-97 TEA School Report Cards; PAISD Computer Services, 1997.
**Chart does not show special population schools.*

FINDING

Due to PAISD's large number of economically disadvantaged students, the district qualifies for additional state, federal, and private funding, and PAISD has taken advantage of many of these opportunities. The district puts a high priority on grant writing and a district grants coordinator monitors all grant activities within the district. In the 1997-98 school year, the district will receive more than $10 million in supplemental state and national funding and grants (**Exhibit 3-13**).

115

Exhibit 3-13
PAISD Grants and Supplemental Revenues
1997-98 School Year

Grant	Amount Awarded
Safe and Drug Free Schools Community Act	$160,000
Head Start	$1,450,000
Goals 2000 Educate America Act, Travis Elementary	$72,465
Goals 2000 Educate America Act, Franklin Elementary	$82,033
Eisenhower Professional Development Program in Math/Science	$75,133
Vertical Teaming Professional Development in mathematics	$5,050
Title I Part A	$3,802,000
Title I Capital	$120,000
Individuals with Disabilities Act, Part B, Formula	$302,000
Individuals with Disabilities Act, Part B, Preschool	$22,5000
Innovative Education Strategies	$66,419
National School Lunch Breakfast Program	$3,670,000
Vocational Education, Basic	$167,000
Adult Basic Education Federal	$130,000
Aide to Families with Dependent Children/Job Federal	$21,000
Network Support	$16,000
Children's Trust Fund	$28,000
Extended Year Program	$236,510
Governor's Criminal Justice Program for Safe and Drug Free Schools	$58,000
Campus Deregulation	$75,000
Adult Basic Education State	$40,789
Aide to Families with Dependent Children /Jobs State	$16,258
Technology Integration	$184,000
City of Port Arthur After School Program	$80,000
Total	**$10,880,157**

Source: PAISD grant coordinator records, 1997-98.

COMMENDATION

PAISD supplements its revenues with grant programs and other state and federal resources.

FINDING

TSPR's review of a sample of recently developed PAISD curriculum guides found that they contain many clear and valid objectives. The guides provide teachers with suggestions regarding learning and assessment activities. The sample curricula also link learning strategies to specific learning styles and do not rely heavily on textbooks and worksheets as the only means of instruction.

According to district administrators, PAISD typically spends between $50,000 to $100,000 annually on curriculum revisions. The district also participates in Project ABCD, a state project which allocates an additional $7,500 per year to update curriculum guides. The supplemental curriculum guides developed through Project ABCD are distributed to all schools on CD-ROM, allowing the district to keep its curricula up to date.

COMMENDATION

PAISD updates its curriculum guides on a regular basis.

FINDING

TSPR surveys conducted as part of this review found that 80 percent of principals and 69 percent of teachers feel the district's instructional technology needs improvement. PAISD has seven schoolwide Title I programs that frequently use instructional technology to supplement classroom instruction. Schoolwide Title I programs receive additional federal dollars to provide supplemental resources to students who meet federal requirements for the free and reduced-price lunch program. Although technology is used widely at some PAISD schools, most use a lab-based instruction model. While the lab approach may be useful, PAISD has no evaluation data to document its effectiveness.

The latest trend in technology instruction is to integrate technology into daily classroom instruction. Through a federal Academics 2000 grant, teachers at Franklin and Washington Elementary schools are being trained in integrating computer instruction into daily classroom activities. An integrated instruction model means that computers are used within classrooms, and teachers and students use the technology for various purposes in the teaching and learning process. The 1991 United States Department of Labor Secretary's Commission on Achieving Necessary Skills (SCANS) report outlines skills that business and industry require of incoming employees. One of the major points brought out in this report is that students must be capable of using technology to acquire information, use information, and identify resources. These skills are more naturally acquired when students have access to and use technology in their everyday work environment versus being pulled into a technology laboratory for a small portion of the day. TEA's Technology Plan and the TEKS curriculum both emphasize the integration of computer technology into all aspects of teaching and learning.

Recommendation 30:

Use Franklin and Washington Elementary Schools as model sites for a plan to integrate computer technology into classroom instruction at all schools.

An integrated technology model would allow instructors to make the most of their computer resources.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Curriculum and Instruction, in conjunction with staff from Franklin and Washington Elementary, identifies several model technology classrooms at their schools.	January 1999
2.	Principals and several teachers from each Title I school visit model classrooms.	February 1999

3. Principals and Campus Site-Based Committees from each school develop a plan for technology integration.	May 1999
4. Principals and teachers at each school implement plans for technology integration.	August 1999

FISCAL IMPACT

No fiscal implications would be associated with this recommendation since technology can be reallocated at school sites.

D. SPECIAL EDUCATION

Special education is provided to students with disabilities as defined by federal law and state regulations. Students eligible for special education services must receive programs in the least restrictive environment, and such programs and/or services must be clearly indicated in each student's Individualized Education Plan.

CURRENT SITUATION

Exhibit 3-14 compares the percentage of students receiving special education services in PAISD with a selection of peer districts. Compared to its peer districts and the Region V totals, PAISD has the second-lowest number of special education students.

Exhibit 3-14
Percent Of Population Identified As
Special Education Students
1995-96 Through 1996-97 School years

District	Percent Special Education Students 1995-96	Percent Special Education Students 1996-97
North Forest	5%	5%
Port Arthur	**8%**	**8%**
Waco	10%	11%
Galveston	12%	13%
Longview	13%	13%
Beaumont	13%	14%
Bryan	15%	16%
Peer Districts	11%	11%
Region V	13%	7%

Source: AEIS, 1995-96 and 1996-97.

Exhibit 3-15 shows the total number of PAISD students in each disability classification. These numbers reflect the full-time equivalent (FTE) counts used by the district for funding purposes.

118

Exhibit 3-15
Special Education Full Time Equivalent Students By Classification
1994-95 Through 1996-97 School Years

Disability	1994-95	1995-96	1996-97
Orthopedically Impaired	46	46	46
Other Health Impaired	65	72	61
Hearing Impaired	5	5	4
Visually Impaired	3	3	5
Deaf/Blind	0	0	0
Mentally Retarded	75	82	87
Emotionally Disturbed	84	90	82
Learning Disabled	376	369	342
Speech Impaired	189	176	135
Multiple Disabilities	22	0	0
Autistic	14	14	15
Traumatic Brain Injury	0	0	0
Total	**779**	**857**	**779**

Source: TEA Division of Special Education, 1996-97.

The majority of special education students fall in the mild/moderate disability range and are provided services at their home campuses. **Exhibit 3-16** shows PAISD's special education programs, the type of disability addressed by each program, and whether students are served through a "pullout" or self-contained classroom setting. In the pullout model, students attend general education classes most of the day and leave class to attend special education instruction for short periods of time. In self-contained classrooms, special education students remain in a separate classroom for most of their educational services and receive limited only services with general education students.

Exhibit 3-16
PAISD Special Education Programs

Program	Type of Disability Served
Resource	Pullout program for students with learning disabilities
Applied Skills	Self-contained program for students with mild mental retardation
Life Skills	Self-contained program for students with moderate to severe mental retardation
Self Management	Self-contained program for students that are emotionally disturbed

Source: PAISD Special Education Personnel, 1998.

FINDING

PAISD provides extensive pre-kindergarten services through federal Head Start and Individuals with Disabilities Act (IDEA) grants. Wheatley School for Early Childhood Programs currently serves 307 students ages three through five; 240 of these children are in Head Start and the remaining 67 are in the Preschool Program for Children with Disabilities (PPCD), which is funded through special education funds. With funds provided through federal programs and many collaborative agreements with state and local agencies, Wheatley is able to provide children with extensive services including instruction in reading readiness, vision and hearing screenings, immunizations, dental examinations, speech therapy, psychological services, and proper nutrition. **Exhibit 3-17** shows the collaborative agreements that have been established with Wheatley.

Exhibit 3-17
Collaborative Agreements

Agency	Type of Collaboration
South East Texas Regional Planning Commission	Foster Grandparent Program
Texas Mentor School Network	Serves as a mentor site for other early childhood programs around the state
Capeland Center for Communication Disorders	Speech and language screening and therapy
First Steps	Early Childhood Intervention Program
Region V Educational Service Center	Professional development opportunities cofunded by Wheatley School for Early Childhood Program and Region V Education Service Center
Personal Development Specialist Company	Professional development offerings
Lamar University	Seminars offered to university students about inclusion in the Pre-K environment Scheduled site visits for child care development students
Beaumont Head Start	Training offerings
China Elementary School	Child Observation Record Training

Source: PAISD Special Education Department, 1998.

Wheatley has three classes in which Pre-K and PPCD students attend classes together and are taught via a team approach by both special and regular early childhood education teachers. This model of instruction is often referred to as an "inclusionary" model. While PAISD does not collect outcome data on students once they enter into the K-12 system, administrators report that all "inclusionary" and Head Start students from Wheatley have entered regular kindergarten classrooms.

COMMENDATION

PAISD provides extensive services to Pre-K children through collaborative agreements with local service providers and the use of an inclusionary model for classroom instruction.

FINDING

PAISD's demographics have changed and the district now serves an increasing number of students considered at risk of failure, many of whom have unique instructional needs. As the learning needs of students in PAISD have changed, the district has struggled to keep pace. To address individual student needs, each school has an At-Risk Committee. When managed effectively, At-Risk Committees help regular education teachers support students with special needs in the classroom. Students who need specific modifications in instruction may receive special services through Section 504 of the Rehabilitation Act of 1973 (Section 504) or be referred by the committee for a special education evaluation under the Individuals with Disabilities Act (IDEA). Section 504 does not categorize students by disabling conditions. Instead, district at-risk committees follow prescribed procedures to ensure that a student who is considered to have a handicap has equal opportunity to participate in all educational programs and services offered by the district. Under Section 504 a student is considered to be handicapped if he or she has a physical or mental impairment that is substantially limiting, has a record of a handicapping condition, or is regarded as having such a condition and is limited by the attitudes of others. Upon referral for special education services, students are tested by the district's diagnosticians to determine the nature of their educational difficulties. If a student qualifies as having a specific disability defined by IDEA, the student must be provided special education services. **Exhibit 3-18** shows a comparison of IDEA and Section 504.

Exhibit 3-18
Comparison of IDEA and Section 504

	IDEA	Section 504
Purpose	To insure that all children with disabilities have available to them a free, appropriate public education.	To prohibit discrimination on the basis of disability in any program receiving federal funds.
Who is Protected	Students who are eligible under the 13 categories of qualifying conditions.	Much broader. A student is eligible if s/he meets the definition of "qualified handicapped person;" i.e., has or has had a physical or mental impairment which substantially limits a major life activity, has a record of or is regarded as disabled by others. Parents are also protected.
Duty to Provide a Free Appropriate Education	Both require the provision of a free appropriate education, including individually designed instruction, to students who qualify.	
	Requires the district to provide an individualized education program. "Appropriate education" means a program designed to provide "educational benefit."	"Appropriate" means an education comparable to the education provided to students without disabilities.
Special Education vs. Regular Education	A student is eligible to receive special education services only if a multidisciplinary team determines that the students has one of the handicapping conditions and needs special education.	A student is eligible if s/he meets the definition of "qualified handicapped person"; i.e., has or has had a physical or mental impairment which substantially limits a major life activity, or is regarded as disabled by others. The student is not required to need special education in order to be protected.
Funding	Yes	No
Accessibility	Not specifically mentioned although if modification must be made provide a free appropriate education to a student, IDEA requires it.	Detailed regulations regarding building and program accessibility.
General Notice	Both require child find activities.	
	Requires notification of parental rights.	Districts must include notice of nondiscrimination in its employee, parent and student handbooks and, if the district has more than 15 employees, must specify the district's 504 coordinator(s).
Notice and Consent	Both require specific notice to the parent or guardian about identification, evaluation and placement.	
	Requires written notice. Notice requirements are more comprehensive and specify what the notice must provide. Written notice is required before any change in placement. Requires consent for initial evaluation and placement.	Requires notice. (A district would be wise to give notice in writing.) Requires notice before a "significant change in placement." Consent not required, but if a handicapping condition under IDEA is suspected, those regulations must be followed.
Evaluations	The regulations are similar.	
	Requires consent before an initial evaluation is conducted.	Requires notice, not consent.
	Reevaluations must be conducted at least every 3 years.	Requires "periodic" reevaluations.
	No provisions.	Requires a reevaluation before a significant change in placement.
	Provides for independent evaluations.	No provisions.
Determination of Eligibility, Program and Placement	Done by admission, review and dismissal committee. Parent is a member of the committee.	Done by a group of persons knowledgeable about the child, the evaluation data, and placement options. While parental participation is not mentioned in the regulations, parental notice is required.
Grievance Procedure	IDEA does not require a grievance procedure or a compliance officer.	Districts with more than 15 employees must designate an employee to be responsible for assuring district compliance with Section 504 and provide a grievance procedure (an informal hearing before a district staff member) for parents, students, and employees.
Due Process	Both require districts to provide impartial hearings for parents or guardians who disagree with the identification, evaluation, or placement or a student with disabilities.	
	Hearings conducted by a state hearing officer (who is an attorney). Decisions may be appealed to court.	Hearings conducted at the local level by an impartial person not connected with the school district. Person need not be an attorney. Decisions may be appealed to court.
Enforcement	Compliance is monitored by the Texas Education Agency. TEA also receives and resolves complaints regarding IDEA. Office for Civil Rights does not enforce.	Enforced by the Office for Civil Rights (Regional Office – Dallas, TX) by compliant investigation and monitoring activities.
Employment	No provisions.	Employment of persons with disabilities is regulated.

Source: Texas Education Agency

Diagnosticians told TSPR that they often experience an overload in the number of cases referred for special education testing. Administrators and teachers also indicated that when high demands for testing make it difficult to comply with state and federal requirements for the testing process.

PAISD has no policy in place to encourage intervention services before referring a student for special education screening. As a result, schools vary in their use of instructional modifications for students and in their use of Section 504 procedures to ensure that appropriate modifications are made to educational programs for students who have substantial limitations. Moreover, the district has no process in place to track special education referrals or the number of students using intervention strategies recommended by At-Risk Committees.

Recommendation 31:

Implement a districtwide procedure for tracking students through the referral, screening, and placement process.

Such a procedure would allow administrators to adequately monitor the level of services provided to students.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Special Education establishes a committee consisting of special education supervisors, diagnosticians, principals, and teachers to study the referral, screening, placement process.	September 1998
2. The committee develops a procedure to track students through the referral/screening/placement process.	October 1998
3. The director of Special Education implements the procedure.	November 1998
4. The director of Special Education monitors, evaluates, and modifies the procedure as necessary.	Ongoing

FISCAL IMPACT

No fiscal implications would be associated with this recommendation.

FINDING

In December 1997, TEA cited PAISD's special education programs for having too many students in self-contained classrooms. In self-contained classrooms, students with disabilities receive educational services separate from their regular education peers. Specifically, PAISD exceeds the statewide ratio of students in self-contained versus mainstream environments by 25 percent. **Exhibit 3-19** shows the number of individual students in mainstream versus self-contained educational settings.

Exhibit 3-19
Number of Special Education Students by Type of Special Education Placement
1996-97 School Year

Special Education Environment	Number of Students	Percent of Total
Homebound	6	1%
Hospital Class	3	<1%
Resource Room	348	44%
Self-Contained, Mild to Moderate	37	5%
Self-Contained, Severe	281	35%
Vocational	10	1%
Off Home Campus	12	2%
Residential Care and Treatment Facility	28	4%
Mainstreamed	70	9%
Total	**795**	**100%**

Source: PAISD Data, 1997.

The district was required to respond in writing about its actions to remedy this situation. In its response to TEA, PAISD stated that it would increase its emphasis on moving learning-disabled students out of self-contained classrooms into resource room placements where students receive educational assistance without being separated for extended periods from regular education students. While this plan may reduce the number of students in self-contained classrooms, however, it does not in itself provide any additional methods of supporting special education students in regular classrooms.

As noted above, PAISD does operate some inclusionary classrooms, in which special education and regular education students receive instruction together in the same classroom. Most of the inclusionary classrooms are at the Pre-K level. The inclusionary model has advantages for both regular education and special education students and instructors, such as additional support for all students and teachers.

Recommendation 32:

Develop a plan to expand the inclusionary model to include more special education students in regular education classrooms.

By increasing its number of inclusionary settings, PAISD could provide special education services to more students in the least restricted environment, as required by federal regulation.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Special Education convenes a task force to develop an inclusionary plan for PAISD.	November 1998
2.	The task force observes model inclusionary programs and drafts a plan.	December 1998 - March 1999

3.	The task force presents the plan to school-based and central office staff for review and comment.	April 1999
4.	The director of Special Education ensures that the final plan is implemented.	September 1999

FISCAL IMPACT

No fiscal implications would be associated with this recommendation.

FINDING

PAISD's Special Education program includes seven diagnosticians who are assigned to various school sites throughout the district. Diagnosticians are responsible for testing children at their designated schools. At each site, diagnosticians must provide a comprehensive written assessment for each student referred to special education within 60 days of the referral. The number of referrals at each school vary throughout the school year; consequently, diagnosticians may be asked to complete inequitable numbers of assessments. For example, one school may have so many referrals that the diagnostician risks missing the evaluation deadlines, while another school may have only a few referrals and may use the diagnostician for tasks other than testing.

Using diagnosticians for other tasks is not uncommon in PAISD. Diagnosticians are located in schools and their job descriptions include anything that principals assign to them. As a result, some diagnosticians spend a large amount of time on assignments unrelated to testing, such as student counseling.

Diagnosticians also spend a considerable amount of time writing evaluation summaries. In general, PAISD's diagnosticians lack access to testing software and computers at their school sites and must write tests summaries by hand and travel to the central office to score tests with the proper software.

Recommendation 33:

Design a system to make better use of diagnosticians' time and services.

Diagnosticians' job descriptions should be redesigned to reflect their primary duties. Diagnosticians should be supervised centrally by the director of Special Education, who can ensure that their time is spent on assessment. The director of Special Education should meet at least monthly with diagnosticians and adjust their assessment workloads.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Special Education develops a schedule to meet monthly with diagnosticians.	July 1998
2.	The director of Special Education disseminates the plan.	August 1998
3.	The director of Special Education monitors diagnosticians' caseloads and distributes assessments to ensure compliance with the 60-day	Ongoing

timeline.

FISCAL IMPACT

No fiscal implications would be associated with this recommendation.

E. CAREER, TECHNOLOGY, AND SCHOOL-TO-WORK INITIATIVES

Career, Technology, and School-to-Work programs are designed to prepare all students for career and job opportunities upon graduation from high school, a post-secondary training institution, or a university. A well-rounded Career and Technology program provides information on many different career options and opportunities for students to develop specific job skills. In addition, effective programs address the skills outlined by the 1991 SCANS report, such as basic skills, leadership, self-management, problem-solving, and technology.

The federal School-to-Work initiative provides funding to schools and districts so that educational institutions can determine the needs of their local economies and develop career awareness and development programs to help meet those needs. Also, federal Tech Prep programs augment schools' career programs by encouraging collaboration between public school districts and higher education institutions. Tech Prep programs allow students to earn high school and college credit for Career and Technology courses, encouraging their movement into higher education while providing them with marketable skills.

CURRENT SITUATION

PAISD provides vocational education programs at its Stilwell Technical Center. Once accepted at Stilwell, students take courses for a half-day and either attend classes at their home school or work at jobs related to their vocational curriculum for the remainder of the day. **Exhibit 3-20** shows the courses offered through Stilwell Technical Center, the grades levels served, and which programs include internships, in which students receive on-the-job training and, in some cases, certification documenting their mastery of job skills.

Exhibit 3-20
PAISD Career And Technology Courses
1997-98

Course	Grades	Students can receive Certification after Completion	Internships are Available
Auto Technician	11th and 12th	No	No
Auto Collision Repair	11th and 12th	No	Sometimes
Business Office Services	10-12th Resource Students	No	No
Criminal Justice	12th	No	No
Cosmetology	11th and 12th	Yes	No
Homemaking	10-12th At-risk Students	No	No
Drafting	11th and 12th	No	No
Health Occupation	11th and 12th	Yes	Yes
Machine Shop	11th and 12th	No	No
Office Administration	11th and 12th	No	Yes
Welding	11th and 12th	No	Sometimes

Source: Stilwell Center Staff Interviews, 1997-98.

In general, enrollment at Stilwell has increased significantly over time, but enrollment in select courses such as auto technician and drafting has declined (**Exhibit 3-21**).

Exhibit 3-21
Stilwell Technical Center Course Enrollment
1994-95 Through 1996-97 School Year

Course	Enrollment 94-95	Enrollment 95-96	Enrollment 96-97	Enrollment Change
Auto Technician	29	31	24	-5
Auto Collision Repair	26	20	27	+1
Business Office Services	11	24	16	+5
Criminal Justice	16	26	42	+26
Cosmetology	23	28	33	+10
Homemaking	21	29	30	+9
Drafting	30	21	25	-5
Health Occupation	115	120	94	-21
Machine Shop	15	21	27	+12
Office Administration	61	65	76	+15
Welding	19	16	19	0
Total	**366**	**401**	**413**	**+47**

Source: Stilwell Enrollment Data, 1994-1997.

BEST COPY AVAILABLE

FINDING

Due to changes in central administration in recent years the assistant superintendent of Curriculum and Instruction manages the entire Pre-K-12 instructional delivery system in addition to guidance services. Consequently, minimal attention is given to the district's guidance functions, and PAISD's guidance counselors have not had adequate opportunities to meet and plan comprehensive guidance services. Guidance counselors play a large role in student placement in vocational education programs. PAISD requires that all eighth-grade students have a four-year plan outlining their scope of work in high school and the programs they are likely to enter while completing their high school education.

PAISD lacks a comprehensive guidance program with a strong career development component for students. PAISD has not, for example, fully explored opportunities with the Southeast Texas School-to-Work Partnership to expand career awareness and develop curricula for students other than efforts made at PAISD's Stilwell Center. District administrators and guidance counselors point to a lack of leadership at the district level as the reason for inconsistent goals in the guidance program, and in particular an insufficient focus on career development. Some further indicated that middle school students, and ninth- and tenth-grade high schoolers have limited career awareness and few opportunities to explore career options.

The Southeast Texas School-to-Work Partnership conducts a needs assessment for its region of Texas that identifies area labor needs and suggests courses that would help address these needs. This information could be used to help determine the goals, objectives, content, activities, and assessments necessary for a comprehensive guidance program. In many guidance programs around the state, students at the elementary and middle school level have opportunities to participate in career awareness and investigation activities, so that when they reach high school level they are capable of making informed decisions about their career goals. Guidance counselors in these programs typically assist in implementing the career curriculum and support teachers in career development activities.

Recommendation 34:

Increase coordination of the guidance program and develop a comprehensive guidance plan containing a strong career development component.

PAISD and representatives from the Southeast Texas School-to-Work Partnership should work together to develop a guidance program that will target all K-12 students.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Curriculum and Instruction works with the Southeast Texas School-to-Work Partnership to develop a comprehensive guidance plan containing a strong career development component.	July 1988
2.	The assistant superintendent for Curriculum and Instruction implements, evaluates, and revises the comprehensive guidance program annually.	Ongoing

FISCAL IMPACT

No fiscal implications would be associated with this recommendation.

FINDING

The Stilwell Technical Center works with the Southeast Texas School-To-Work Partnership and relies on the partnership's data to assess the local labor market and modify its courses as necessary. **Exhibit 3-22** shows the potential growth industries vital to the economic development of the Southeast Texas region versus courses offered at Stillwell for the particular industry. The industries are shown in rank order with industries having the greatest growth at the top; they were identified by the Southeast Texas School-To-Work Partnership based on regional, state, and national variables likely to affect employment trends in Southeast Texas.

Exhibit 3-22
Potential Growth Industries

Growth Industries	PAISD Course is Offered
Health Services	Health Occupation
Business Services	Business Office Services Office Administration
Special Trade Construction	No Course Offered
Social Services	No Course Offered
Eating/Drinking Places	Homemaking
Building Materials	Machine Shop Welding
Trucking and Warehousing	No Course Offered
Auto Repair	Auto Technician Auto Collision Repair
Legal Services	Criminal Justice
Engineering, Accounting Services	Computer-aided Drafting, Accounting
Miscellaneous. Retail	No Course Offered
Auto Dealers	No Course Offered

Source: Quality Workforce Planning, 1997.

In addition to coursework, Stilwell's students often are placed in internships to get hands-on experience while finishing their high school curriculum. **Exhibit 3-23** shows the average response to questions on the Employer Survey Report required by the TEA, which is designed to assess the competency of students exiting career and technology programs. Employees of Stilwell students were to asked to respond to questions using a scale of one to five, with five being the highest rating.

Exhibit 3-23
Employer Survey Report

Survey Item	Average Response
Technical Knowledge	4.7
Work Attitude	4.8
Work Quality	4.9

Source: TEA Secondary and Adult Preparatory Program Completer Follow-up and Employer Survey Report, 1996

Employers give high ratings to the level of preparedness provided to PAISD vocational education students. Follow-up reports also show that many of those who complete the program and graduate go on to post-secondary programs not related to their career and technology education. (**Exhibit 3-24**)

Exhibit 3-24
Completer Follow-Up Reports

	1994-95	1995-96
Total Number of Completers	311	276
Percent Employed in Related Field	16%	8%
Percent Enrolled in Post Secondary Program Not Related	5%	50%
In Training Related to Program	44%	0%
Other Worksite Programs	11%	7%
Information Not Available on Completer	24%	35%

Source: TEA Secondary and Adult Preparatory Program Completer Follow-up and Employer Survey Report, 1996.

While having many students pursuing secondary education is desirable, it is significant that only 8 percent were employed in a related field. A needs assessment could determine why, if courses match the identified labor needs, so few students were employed in fields related to their preparatory programs. A comprehensive needs assessment also could help identify problems in placing students in careers and determine potential solutions. The outcome of this type of analysis should be a program that is better able to link students' educational curriculum to immediate employment opportunities.

Recommendation 35:

Conduct a needs assessment to identify gaps in the Career and Technology program and create necessary solutions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Curriculum and Instruction convenes a task force of parents, former students, guidance counselors, teachers, and the Texas School-to-Work Partnership to help identify problems in placing students into careers.	August 1998
2. The assistant superintendent for Curriculum and Instruction works with TEA personnel to identify districts with similar student populations and greater success in placing students in careers.	August 1998
3. The task force develops a plan aimed at placing career and technology students into related job opportunities.	December 1998
4. The assistant superintendent for Curriculum and Instruction implements, evaluates, and modifies the plan as necessary.	Ongoing

FISCAL IMPACT

No fiscal implications would be associated with this recommendation.

FINDING

PAISD's enrollment for some Career and Technology courses is at capacity. In particular, many female applicants are unable to take courses in cosmetology, health, and business due to limited enrollment space. According to administrators, the Stilwell Center has no additional space to expand its current offerings. **Exhibit 3-25** shows the percentage of students served in Career and Technology programs in PAISD and comparable districts. Only Waco ISD and Longview ISD serve a smaller percentage of students in Career and Technology programs than PAISD.

Exhibit 3-25
Percent Of Students Served In
Career And Technology Programs
1995-96 Through 1996-97

District	Percent of Students in Career and Technology Programs 1995-96	Percent of Students in Career and Technology Programs 1996-97
Waco ISD	18%	9%
Longview ISD	12	13
Port Arthur ISD	**14**	**13**
Beaumont ISD	17	19
Galveston ISD	12	20
Region V	19	21
North Forest ISD	21	23
Bryan ISD	24	22

Source: AEIS, 1995-96 and 1996-97.

The district provides most of its Career and Technology classes at the Stilwell Center; high school-based vocational programs are limited to Marketing Education, Industrial Technology, Computer Engineering Technology, Retail, and Accounting. Students accepted into vocational education programs are bused to and from the Stilwell Center to receive services. More school-based Career and Technology education programs would provide additional opportunities for PAISD students to participate in employment-focused programs while attending regular classes.

TEA has recommended middle school courses in the following areas: Agricultural Science and Technology Education; Business Education; Career Orientation; Home Economics Education; and Technology Education. For high schools, the following programs are suggested: Agricultural Science and Technology Education; Business Education; Health Science Technology Education; Technology Education/Industrial Technology Education; Marketing Education; Trade and Industrial Education; and Career Orientation.

Recommendation 36:

Develop a long-range plan to integrate Career and Technology education programs at each high school and enhance Career and Technology education course offerings.

PAISD should consider offering at least one course in each of the TEA recommended Career and Technology Education areas at all its secondary schools. In addition, PAISD should discontinue courses at Stilwell Center that are continuously under-enrolled.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Curriculum and Instruction, in conjunction with career and technology administrators and teachers, identifies members for a career and technology planning team.	August 1998
2. Members of the career and technology planning team observe successful school-based career and technology programs to gather ideas for improving PAISD programs and develops recommendations for the elimination of under-enrolled courses.	September - December 1998
3. Members of the team develop a plan for integrating existing Career and Technology programs into the high schools.	January - March 1999
4. Members of the team develop a plan for identifying career and technology programs that should be considered as pilots in PAISD and develop corresponding curriculum.	April 1999
5. The assistant superintendent for Curriculum and Instruction presents this plan to the superintendent and board for approval.	May 1999
6. The assistant superintendent for Curriculum and Instruction implement the plan in phases.	August 1999

FISCAL IMPACT

Career and Technology programs could be integrated into the high schools with existing resources. By reallocating teaching positions from consistently under-enrolled classes to these pilot programs, the district would incur no additional costs.

F. GIFTED AND TALENTED

According to the Texas Education Code, Gifted and Talented (GT) educational services are provided to those students who perform at or show the potential for performing at remarkably high levels of accomplishment when compared to others of the same age, experience, or environment and who:

- exhibit high performance capability in an intellectual, creative, or artistic area;
- possess an unusual capacity for leadership; or
- excel in a specific academic field.

GT education is designed to provide a continuum of learning experience that leads to the development of advanced-level performance and provides ample opportunities for students to accelerate in their specific areas of academic strength.

CURRENT SITUATION

GT programs are provided through PAISD's Varied Experiences for the Gifted in Academics (VEGA) and Summit programs. In elementary schools, kindergarten and first-grade gifted students are provided services through the VEGA pullout program, in which students are moved out of their regular classrooms to receive gifted education. Gifted students in second through fifth grade receive services by attending the Summit I magnet program full time. Middle-school gifted students can choose to attend the Summit II magnet program for fine and performing arts or receive services in a VEGA pullout program. Gifted high school students can choose to attend Summit III, a magnet program for technology and advanced math and science courses, or can take gifted classes through the VEGA program.

FINDING

PAISD collaborates with Lamar University and Texas State Technical College to provide college credits for course options available through Summit III, the high school magnet program emphasizing technology, advanced mathematics, and science. **Exhibit 3-26** shows the number of students currently receiving college credit because of collaborative agreements with area colleges and universities.

Exhibit 3-26
Number Of Students Receiving College Credits
1996-97 School Year

Course	Number of Students
Business Computer Applications and Programming	292
Industrial Electronics	97
Environmental Science	30

Source: PAISD Records, 1998.

COMMENDATION

PAISD has several agreements with Lamar University allowing students to receive college credits for advanced placement courses.

FINDING

PAISD established its Summit programs 18 years ago in response to the district's desegregation order. The programs were designed to provide high-quality programs to the district's gifted and talented population. Summit I Elementary Programs are housed at Franklin and Washington Elementary Schools. The Summit II program is located at Woodrow Wilson Middle School and Summit III, for the high school population, is on the Lincoln High School campus.

In elementary school, all gifted second through fifth graders, in addition to other high-achieving students accepted into the Summit program are sent to one of the two Summit I locations instead of their neighborhood school. Middle and high school students have the option of taking all or part of their courses at Summit programs and returning to their home schools for a portion of the school day. When the programs were first established, test scores of entering students had to be at the 90th percentile or above on standardized tests and only the highest-scoring students were accepted.

PAISD since has reduced the standards for admission into its Summit programs. Students at Summit I and II must now score at the 75th percentile or above and Summit III students must score at the 50th percentile. By lowering the admission standards, PAISD provides educational enrichment opportunities for many students who would not have attended these programs if it had retained the 90th percentile admission standards. Unfortunately, interviews indicate that the lower standard also leaves the remaining schools with the students scoring at the very lowest percentiles. **Exhibit 3-27** shows the number of students attending Summit programs and the percent of Summit students identified as gifted and talented as estimated by district personnel; no official data are collected to track the number of gifted students served through Summit programs.

Exhibit 3-27
Summit Program Enrollment
1997-98 School Year

Program	Student Enrollment	Percent of Summit Students Identified Gifted and Talented
Summit I	300	50%
Summit II	400	25%
Summit III	524	23%
Total	**1224**	**30%**

Source: PAISD Computer Service Department; PAISD staff interviews.

On average, Summit programs serve more students who do not quality for gifted and talented education. Decisions concerning the Summit programs are difficult to make due to the lack of data kept on Summit students that are gifted versus non-gifted, and the overlap in expenditures for Summit, VEGA, and Gifted and Talented programs in general. **Exhibit 3-28** shows the expenditures for Summit programs, VEGA, and Gifted and Talented programs for the past three years.

Exhibit 3-28
Summit, VEGA, and Gifted and Talented Expenditures
1995-96 through 1997-98 School Years

Program	1995-96	1996-97	1997-98
Summit I	$856,835	$746,613	$386,842
Summit II	596,986	570,866	332,864
Summit III	684,909	782,249	369,820
VEGA	4,582	4,265	1,950
Gifted and Talented	791,313	652,267	468,650
Total	**$2,934,627**	**$2,756,262**	**$1,560,128**

Recommendation 37:

Evaluate all Summit and VEGA programs and determine the best use of funds to serve all students.

PAISD should develop a system to evaluate the number and kinds of students served and the amount spent per student in its Summit programs. PAISD then should review student outcomes such as test scores, graduations, and number of graduates enrolling in post-secondary education, and determine if the benefits gained from these programs are worth their cost or if the district should reorganize Summit programs and only provide advanced courses to gifted and talented students at their home schools.

BEST COPY AVAILABLE

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Curriculum and Instruction gathers input from GT supervisors concerning the type of outcome and process data needed for evaluation.	September 1998
2.	The assistant superintendent of Curriculum and Instruction works with Computing Services to set up a database to identify gifted students in Summit programs.	October 1998
3.	The assistant superintendent of Curriculum and Instruction or works to determine the cost benefit of dollars spent in Summit and VEGA programs.	October 1998
4.	The assistant superintendent of Curriculum and Instruction uses these data to determine programs to be expanded, modified, or canceled.	Ongoing
5.	Should it be determined that GT students are best served at their home campuses, the Justice Department is contacted to revise the provision of the desegregation order accordingly.	October 1998

FISCAL IMPACT

No costs would be associated with this recommendation.

G. BILINGUAL/ESL PROGRAMS

According to TEA's definition, bilingual education is a full-time program of dual language instruction that emphasizes basic English language skills so that students are able to participate more rapidly in the regular school program.

Students of limited English proficiency are those whose:

> *primary language is other than English and whose English language skills are such that the students have difficulty performing ordinary classwork in English. (Texas Education Code, Section 21.452)*

Each district is required by the state law to offer two types of special language programs to students. Bilingual programs are full-time dual-language programs that provide basic instruction in the student's primary language as well as a program to teach the English language. English as Second Language programs provide intensive instruction in English from teachers trained to instruct students with language differences.

CURRENT SITUATION

Compared to selected peer districts, PAISD has the second-highest rate of bilingual education students **(Exhibit 3-29)**.

Exhibit 3-29
Percent Of Students Served In
Bilingual Education Programs
1995-96 Through 1996-97 School Years

District	Percent of Students in Bilingual Education Programs 1995-96	Percent of Students in Bilingual Education Programs 1996-97
Region V	2%	3%
Beaumont	3%	4%
Longview	4%	5%
North Forest	6%	7%
Bryan	6%	7%
Waco	7%	8%
Port Arthur	**8%**	**9%**
Galveston	12%	13%

Source: AEIS, 1995-96 and 1996-97.

FINDING

According to Texas Education Code Section 29.051,

> *Bilingual education program shall be a full-time program of instruction in which both the students' home language and English shall be used for instruction.... School districts shall take reasonable affirmative steps to assign appropriately certified teachers to the required bilingual education and English as a second language programs.*

PAISD has a shortage of both certified bilingual instructors and Spanish-speaking teachers. In bilingual classrooms in which the teacher does not speak the primary language, Spanish-speaking aides are assigned to provide support. However, these aides usually are assigned to three classrooms as well as to other responsibilities. **Exhibit 3-30** shows the number of bilingual students and teachers at each campus. This chart also shows the number of certified teachers and Spanish/Vietnamese speaking teachers.

BEST COPY AVAILABLE

Exhibit 3-30
Bilingual Teacher Certification
1997-98 School Year

School	Bilingual Students		Bilingual Teachers		Certified Teachers		Spanish/ Vietnamese Speaking Teachers
	ESL	BL	ESL	BL	ESL	BL	
Jefferson High	132	-	3	-	0	0	0
Edison Middle	158	-	3	-	0	0	1
Franklin Elementary	-	440	-	22	-	2	11
Lee Elementary	-	159	-	10	-	0	10
Total	**290**	**599**	**6**	**32**	**0**	**2**	**22**

Source: PAISD Records, 1997-98.

Until recently, PAISD's bilingual program had not been a district priority. The perennial shortage of certified bilingual/ESL teachers was addressed by providing temporary permits to teachers in areas other than bilingual education instead of studying the certification problem and devising a plan to solve it. By law, 10 percent of the district's bilingual education allotment must go toward staff training, but this funding had not been set aside in the past and the current administration is having to pull money from other areas of the budget to begin to address the bilingual certification problem. Along with budgetary challenges, PAISD teachers have difficulty locating programs in which to become certified. The closest certification program is in the Houston area, a two-and-a-half hour drive from Port Arthur. The newly appointed director of ESL/Bilingual, Foreign Language, and Language Arts is negotiating with Lamar University for a bilingual certification program.

Recommendation 38:

Design and implement a comprehensive plan for remedying PAISD's lack of certified bilingual instructors.

The plan should include using 10 percent of the district's bilingual education allotment for training and continuing to research certification options with Lamar University. Once the plan is in place, the first priority should be to certify existing bilingual teachers.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of ESL/Bilingual, Foreign Language, and Language Arts designs a comprehensive plan for addressing the districts need for certified bilingual teachers.	May 1998
2. The director ESL/Bilingual, Foreign Language, and Language Arts implements, evaluates, and modifies the plan as necessary.	Ongoing

BEST COPY AVAILABLE

FISCAL IMPACT

No fiscal impact would be associated with this recommendation.

FINDING

According to Texas Education Code, school districts must establish standardized criteria for the identification, assessment, and classification of students of limited English proficiency who are eligible for entry into or exit from the Bilingual/ESL program. While the district does have a screening process for identifying and placing students in bilingual programs, no standard procedure is in place for *reevaluating* students and placing them back into regular education. Beginning in 1996-97, the state requires an alternative assessment if students are exempt from TAAS and this alternative assessment can be used for reevaluating a student's status. PAISD administers the IDEA reading and writing assessments in grades 2-12, but does not use a follow-up oral language examination to access student progress.

In addition to data on individual student progress, PAISD's bilingual program lacks comprehensive program evaluation. Yet an evaluation that includes information such as the student's average length of time in the program is required by Texas Education Code. In the past, PAISD has neglected effective data collection on bilingual and ESL students; the district is out of compliance with state regulations, but its lack of accurate information keeps the district from adequately assessing whether its current offerings are effective or in need of modification.

Evaluation information can be used to modify programs so that all students are prepared to successfully exit bilingual/ESL programs within five to seven years of program entry.

Recommendation 39:

Implement a standard for student reevaluation and develop a database to track student progress and overall program outcomes.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of ESL/Bilingual, Foreign Language, and Language Arts and school representatives develop and implement strategies to reevaluate students once they are placed in bilingual programs.	August 1998
2.	The director of ESL/Bilingual, Foreign Language and Language Arts works with individuals from Computing Services to set up a database with the predetermined variables necessary for program evaluation.	August 1998

FISCAL IMPACT

No costs would be associated with this recommendation.

FINDING

Exhibit 3-31 compares PAISD's TAAS exemption rates for special education and bilingual students in reading, writing and mathematics with those of the state as a whole. The state has specific guidelines for exempting special education and bilingual students from the TAAS. In both cases, students exempt from TAAS must be given some form of alternative assessment. Historically, PAISD has had no standard process for determining exemptions for bilingual students. This may explain why PAISD's number of LEP students exempt from TAAS exceeds the state average. In addition, the district keeps very limited documentation on its rationales for student exemptions. This lack of documentation makes it difficult to discern the reasons for exempting larger numbers of LEP students.

Exhibit 3-31
PAISD And State TAAS Reading
1996-97 School Year

	Reading 96-97	**Writing 96-97**	**Math 96-97**
PAISD Special Education Exemptions	5.8	5.6	5.7
State Special Education Exemptions	6.2	6.2	5.6
PAISD LEP Exemptions	4.6	2.8	4.6
State LEP Exemptions	2.7	3.8	2.6

Source: 1995-96 TEA Academic Indicators.

Districts must ensure that all capable students take TAAS. Effective monitoring of exemptions would safeguard PAISD against possible violations related to bilingual programs, such as:

- exempting students and/or administering TAAS in Spanish for more than two years for students who have been enrolled continuously in school since first grade;
- failure to administer TAAS in Spanish to students that have been designated as LEP for greater than three years; and
- lack of documentation on testing decisions in each student's permanent record file.

Recommendation 40:

The district's Language Proficiency Assessment Committee should provide detailed documentation of its recommendations for exemptions and evaluate bilingual/ESL TAAS exemptions on an annual basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Curriculum and Instruction assigns the director of Bilingual/ESL, Foreign Language, and Language Arts responsibility for ensuring that exemptions from TAAS testing are documented and monitored accurately.	August 1998
2.	The director of Bilingual/ESL, Foreign Language and Language Arts ensures that each campus develops an annual review procedure to determine each student's need for TAAS exemption.	September 1998
3.	The assistant superintendent for Curriculum and Instruction requires all principals to submit an annual report on efforts to improve student participation in the state's testing program as part of the Campus Improvement Plan. The report should include student data on exemptions.	Ongoing

FISCAL IMPACT

No costs would be associated with this recommendation.

PORT ARTHUR

PERSONNEL MANAGEMENT

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 4

PERSONNEL MANAGEMENT

This chapter reviews PAISD's personnel functions and activities in seven sections:

A. Organization and Management
B. Personnel Policies and Procedures
C Salary Administration
D. Recruitment and Employment
E. Personnel Records and Information Management
F. Employee Appraisals
G. Staff Development

Personnel management is a critical component of effective district operation. Personnel costs are school districts' largest expenditure by far, typically accounting for 85 percent or more of their total expenditures. Effective personnel management policies and procedures ensure that these resources are used efficiently and effectively.

A. ORGANIZATION AND MANAGEMENT

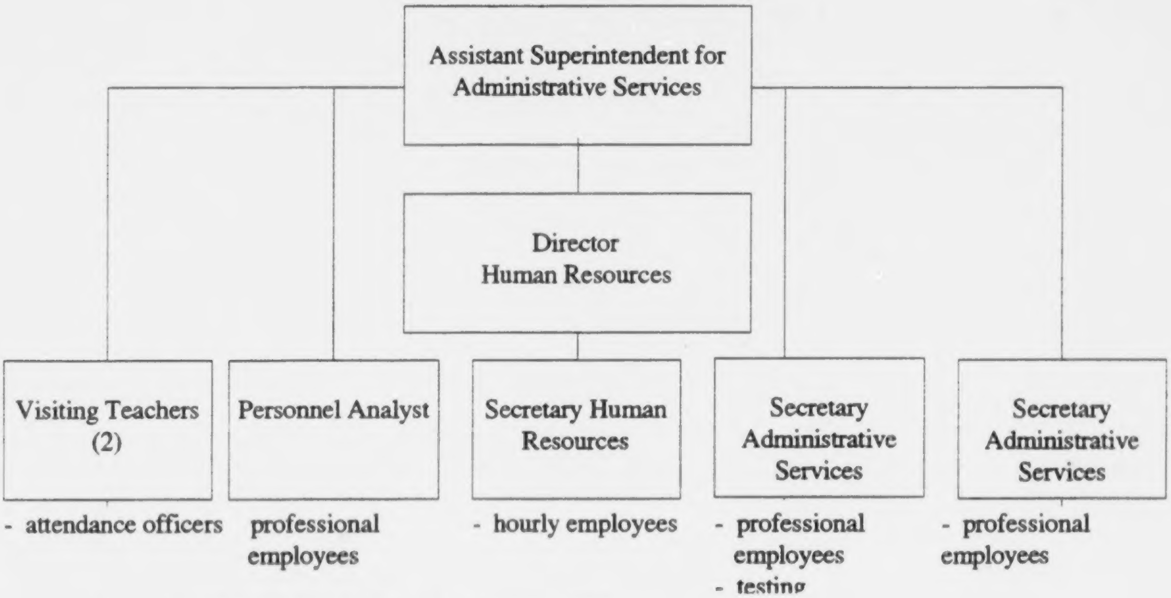
CURRENT SITUATION

PAISD's Administrative Services Department manages all functions and activities related to the employment of professional, paraprofessional, and hourly personnel. These personnel functions include:

- interpreting and recommending personnel policy and procedures;
- tracking professional and hourly employee assignments, qualifications, and certification;
- conducting recruitment and initial screening of applicants;
- processing applications for the employment of personnel for departments and schools;
- coordinating annual personnel projections;
- facilitating employee relations, including complaint and grievance processing;
- administering sick leave for professionals, paraprofessionals, and hourly employees;
- executing the health insurance, workers' compensation, drug testing, and physical examinations;
- monitoring employee evaluation records
- supervising the administration of and assisting in fiscal accounting for the district's athletic programs;
- supervising attendance officers;
- monitoring student transfers including those required under the desegregation order; and
- overseeing the district's student testing program.

The department employs six staff members including an assistant superintendent for Administrative Services; a director of Human Resources in charge of hourly employees; a personnel analyst for professional employees; two secretaries who report to the assistant superintendent; and a secretary who reports to the director of Human Resources. In addition, two visiting teachers are assigned to the department to monitor the district's student attendance program. **Exhibit 4-1** shows the organizational structure of the PAISD Administrative Services Department.

Exhibit 4-1
Organizational Structure
Department of Administrative Services


Assistant Superintendent for Administrative Services
Director Human Resources
Visiting Teachers (2)
Personnel Analyst
Secretary Human Resources
Secretary Administrative Services
Secretary Administrative Services
- attendance officers
professional employees
- hourly employees
- professional employees
- testing
- professional employees

Source: PAISD Administrative Services Department, 1998.

Exhibit 4-2 lists the number of PAISD employees in each position classification for the fiscal years 1997-98. According to the fall 1997-98 PEIMS report, PAISD had 1,392 full-time-equivalent (FTE) employees in PAISD. This total represents about a 6 percent decrease in total number employment over the last three school years.

Exhibit 4-2
PAISD Employees
1995-96 through 1997-98

Employee Category	1995-96	1997-98	Percent Increase (Decrease) 1995-96 to 1997-98
Central Administration	6.0	6.0	0
Campus Administration	34.6	37.0	6.9
Teachers	744.8	690.1	(7.3)
Professional Support	110.7	112.9	2.0
Educational Aides	147.3	139.7	(5.2)
Auxiliary Staff	435.5	405.0	(7.0)
Total Employees	**1,478.9**	**1,390.7**	**(5.9)**

Sources: Academic Excellence Indicator System, 1995-96, 1996-97 Texas Education Agency. PAISD Administrative Services Department (PEIMS data), 1997-98.

FINDING

The assistant superintendent for Administrative Services oversees district personnel functions for professional and paraprofessional employees. With the assistance of a personnel analyst, the assistant superintendent processes applications for prospective new employees, monitors teacher certification and emergency permits, and maintains employee records.

Hourly employees, workers' compensation, employee benefits, risk management, health services and recruitment are responsibilities assigned to the director of Human Resources. A secretary to the director assists in processing hourly employee applications, scheduling recruitment activities, processing substitute teacher applications, and providing support to the personnel functions of employee relations, workers' compensation, and the district's asset and risk management program.

Excluding the visiting teachers, who do not perform personnel functions, PAISD has a ratio of 232 employees for each of its Administrative Services employees. This ratio is about twice a national standard set by the Society of Human Resource Management of 117:1. Despite its small staff, some basic operations of the department are handled effectively. For example, all staff members have clear, specific assignments and know how to perform all the duties assigned to their position.

As noted above, PAISD's Administrative Services Department separates personnel functions for professional and hourly employees. Offices for professional and hourly employees are located in separate areas on the second floor of the administration building. TSPR found that several personnel functions are duplicated by the two personnel units, such as employee application processing and the management of personnel records. Moreover, interviews by the review team indicate that the two units' activities are not coordinated in several key areas. For example, Computer Services is assisting the personnel analyst and the two secretaries for professional staff in developing a scanable employee application. Staff assigned to hourly employees did not participate in the development of this application. Consequently, the staff that works with hourly employees says the application does not meet the needs of hourly employees.

PAISD expressed several concerns to TSPR concerning the separate administration of professional and hourly employees. District office and school-based employees both said that the two personnel units (professional and hourly) have different expectations and procedures. Staff in the department, moreover, said that inconsistencies in administrative procedures hinder effective communication with other departments and schools. Principals, in particular, who manage both hourly and professional employees, report that the expectations of Administrative Services are at times confusing. Each unit within Administrative Services, for example, develops and implements its own procedures for managing employee records and evaluations.

Administrative Services also oversees several programs that are not typically considered personnel functions. For example, one of the secretaries assigned to the assistant superintendent for Administrative Services supervises the district's athletic programs. These responsibilities include managing the athletic unit's financial transactions and scheduling events. Again, these are responsibilities not directly related to the functions of a typical personnel office. Similarly, a second secretary assigned to the assistant superintendent administers and processes the district's testing program, as well as performing the personnel functions of maintaining the substitute teacher list, logging training activities, and processing employee records.

Overlapping activities, non-personnel functions, ineffective reporting relationships, and a lack of communication with other departments all indicate that there are opportunities for improvement in the efficiency and effectiveness of PAISD's personnel administration. For example, the personnel functions of a district this size do not warrant both an assistant superintendent and a director of Human Resources. Two administrators are not required to supervise a total of six employees. Furthermore, Administrative Services is assigned several duties not typically handled by this department. In similarly sized districts, testing, attendance monitoring, and the health services more typically are assigned to an assistant superintendent for Curriculum and Instruction or a director of Student Services. Similarly, athletics accounting and risk management typically are assigned to a business office. If these unrelated duties were assigned to other departments, Administrative Services could be managed effectively by one administrator.

For a district with 1,391 employees, it is critical to provide enough staff members for necessary personnel functions. Due at least in part to the scattered responsibilities of Administrative Services employees, critical functions such as records management have not been stringently monitored due to lack of time to focus on personnel functions.

Recommendation 41:

Realign the reporting relations of the Administrative Services Department under one administrator to ensure the coordination of personnel functions.

Reorganizing the department and reassigning unrelated functions will focus the personnel functions under one administrator. Supervision of the district's testing program, nursing services, athletic personnel, and student attendance program should be assigned to the assistant superintendent for Curriculum and Instruction. The accounting functions for athletics should be moved to the Business Office.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent, in conjunction with the assistant superintendent for Administrative Services, drafts a new organization chart. July 1998
2. The assistant superintendent for Administrative Services and director of Human Resources revise the job descriptions to reflect new roles. July 1998
3. The superintendent reassigns the duties for the athletics program to the Business Office and the Department of Curriculum and Instruction. July 1998
4. The visiting teachers begin reporting to the assistant superintendent of Curriculum and Instruction. July 1998
5. The assistant superintendent for Administrative Services redistributes the workload of the department. July 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Job titles within the Administrative Service Department are not always commensurate with the job duties performed. For example, the secretary assigned to hourly employees performs many of the same functions as the personnel analyst for professional employees. This individual processes hourly employee applications, maintains employee records, and ensures that employees have completed requirements of employment such as physical exams.

RECOMMENDATION

Recommendation 42:

Upgrade the position of secretary for hourly employees to a personnel analyst.

The new position should be posted and the existing secretary should be allowed to compete for the job along with all other qualified applicants.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Administrative Services, in conjunction with the director of Human Resources, drafts a job description for a personnel analyst for hourly employees. July 1998
2. The assistant superintendent follows standard personnel procedures to hire a personnel analyst. July-August 1998

3.	The board approves the hiring of the personnel analyst.	August 1998
4.	The personnel analyst begins employment.	August 1998

FISCAL IMPACT

The savings for eliminating the position of secretary for hourly employees position is based on an average salary of $25,182 plus benefits of 20 percent, for a total of $30,218. The cost of creating the personnel analyst for hourly employees assumes an average salary of $30,460 plus 17 percent benefits, for a total of $35,638.

Recommendation	1998-99	1999-2001	2000-01	2001-02	2002-03
Upgrade the position of secretary for hourly employees to personnel analyst	($5,420)	($5,420)	($5,420)	($5,420)	($5,420)

FINDING

Two secretaries and a personnel analyst report to the assistant superintendent for Administrative Services. A third secretary serves under the director of Human Resources and performs some similar duties. Similar duties performed by the two units housed in separate offices include:

- processing applications for employment
- processing new employees
- maintaining employee records
- verifying employment
- secretarial and receptionist duties and related activities.

Although duties in the two personnel units are similar, the three secretaries and personnel analyst cannot perform each other's duties in the event of leave. The secretary for hourly employees, for example, can not process applications for professional employees.

Although clear job descriptions and a separation of duties are important to effective management practices, personnel employees must be in constant contact with the full range of employees in the district and perform a wide variety of functions. During any school year, the processing of employee documentation ebbs and flows. At peak times during each school year, some personnel functions are more in demand than others. For example, more applications for teachers are processed in the spring of each school year and interviews for professional employees occur most frequently in the late spring and summer months.

Recommendation 43:

Cross-train all personnel employees in the full range of the department's duties.

Cross-training employees would ensure that all responsibilities of the department can be covered when an employee is on leave, and that consistent service is provided to the district's personnel. Cross-training activities, moreover, often lead to ideas on how services offered by the department can be administered more efficiently.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Administrative Services evaluates the job descriptions for all clerical positions. May 1998
2. The assistant superintendent for Administrative Services develops a plan for cross-training. June 1998
3. The assistant superintendent for Administrative Services ensures that cross-training occurs in all the major responsibilities of the department. August 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

B. PERSONNEL POLICIES AND PROCEDURES

CURRENT SITUATION

PAISD's *School Board Policy Manual*, Section D, addresses state laws and local policies governing personnel issues. Personnel management policies and regulations address the following topics:

- employment objectives
- employment requirements and restrictions
- compensation and benefits
- contract termination
- employee rights and privileges
- employee standards of conduct
- workload
- employee welfare
- assignments and schedules
- professional development
- personnel positions.

Maintenance of personnel-specific policies and regulations is the responsibility of the assistant superintendent of Administrative Services. Selected personnel letters and brochures that summarize personnel policies and regulations are available to assist employees in complying with the district's personnel requirements.

FINDING

PAISD's assignment of personnel is not based on the number of students served at each school. Historically, the district's allocation of positions maintains equal numbers of staff and/or the same types of programs at each school, despite wide variations in the number of students participating in these programs. As a result, employees tend to remain in their original assignment even if the position no longer carries full-time responsibilities. PAISD does not use an allocation formula to provide guidelines for assigning staff to schools. Staffing allocation guidelines can be used to assist school administrators in maintaining accountability for using all employees as effectively as possible.

Staffing allocation guidelines are calculated based on the number of students attending each school or program. Beaumont Independent School District (BISD) and Spring Independent School District, for example, use different calculations to determine staffing at each school level (elementary, middle, and high school). Staff allocation guidelines typically are calculated annually. Some districts also require administrators to evaluate staff use and justify any additional staffing based on the needs of students assigned to their building.

Exhibit 4-3 shows the staff allocation guidelines used by BISD.

Exhibit 4-3
Staff Allocation Guidelines in BISD

Staff Position	Student Enrollment	Allocation	Staff Position	Student Enrollment	Allocation
Elementary Schools					
Principal	Per Campus	1.0	Nurse	0-599 600+	.5 1.0
Assistant Principal	700+	1.0	Clerical Staff: Secretary Attendance Clerk	 Per Campus Per Campus	 1.0 1.0
Counselor	0-699 700+	.5 1.0	Library Aide	0-699 700+	1.0 None
Teacher: Pre-K - Grade 4 Grade 5 Art Music PE	 22 28 0-699 700+ 0-699 700+ 0-699 700+	 1.0 1.0 .5 1.0 .5 1.0 1.0 2.0	District Aide (For each of 375 students or major fraction thereof - 185)	 0-374 375-559 560-934 935-1,309	 None 1.0 2.0 3.0
Librarian	0-699 700+	None 1.0	PE Aide	0-374 375-699 700+	None 1.0 None

Source: BISD Staff Allocation Guidelines, 1998.

BEST COPY AVAILABLE

Exhibit 4-3 (Continued)
Staff Allocation Guidelines in BISD

Staff Position	Student Enrollment	Allocation	Staff Position	Student Enrollment	Allocation
Middle Schools and Ninth Grade Centers					
Principal	Per Campus	1.0	Librarian	0-999 1,000-1,499 1,500+	1.0 1.5 2.0
Assistant Principal	450-550	1.0	Nurse	0-749 750+	.5 1.0
Counselor	0-499	1.0	Clerical Staff (For each 300 students or major fraction thereof - 101)	Minimum	4.0
Additional Administrator: Assistant Principal or Counselor (Asst. Prin. includes 1 less aide position) (For each 501 students or major fraction thereof - 201)	702-1,202	1.0	Library Aide	750+	1.0
Teacher: Regular Classroom	28	1.0	Nurse Aide	0-749	.5
Additional Positions (not			District Aide	0-374	None
counted in the 1:28 ratio)				375-559	1.0
Reading/Dyslexia				560-934	2.0
Computer Lit.	Per Campus	1.0		935-1,309	3.0
Band Director	Per Campus	1.0			
Asst. Director	Per Campus	1.0			
	151-200	.5			
Choral Director	201+	1.0			
	0-65	.5			
Orchestra Director	66-130	1.0			
	Based on	.5			
Art	Schedule				
Speech/Drama	66-130	1.0			
	0-199	1.0			
Foreign Language	200+	2.0			
	Based on	1.0			
PE	Schedule				
SAC	Per Campus	4.0			
	*	1.0			

Source: BISD Staff Allocation Guidelines, 1998.

Exhibit 4-3 (Continued)
Staff Allocation Guidelines in BISD

Staff Position	Student Enrollment	Allocation	Staff Position	Student Enrollment	Allocation
Senior High Schools					
Principal	Per Campus	1.0	Nurse	0-749 750+	.5 1.0
Assistant Principal	0-399 400-799 800-1,199 1,200-1,599 1,600-over		Clerical Staff (For each 300 students or major fraction thereof - 151)	0-299 300-450 451-750 751-1,050 1,051-1,350 1,351-1,650 1,651-1,950 1,951-2,250 2,251-+	None 1.0 2.0 3.0 4.0 5.0 6.0 7.0 8.0
Counselor Regular (For each 400 students or major fraction thereof - 201) Vocational	400-600 601-1.000 1,1001-1,400 1.401-1.800 1.801-2.200 2.201-over Per Campus	1.0 2.0 3.0 4.0 5.0 6.0 1.0	Library Aide	750+	1.0
Teachers Regular Classroom (additional positions are included in 1:28 ratio) Band Director Asst. Director Choral Director Orchestra Director Art Speech/Drama Foreign Language PE	28 Per Campus 151-200 201+ 0-199 200+ Based on Schedule 66-130 0-199 200+ Based on Schedule Per Campus	1.0 1.0 .5 1.0 .5 1.0 .5 1.0 1.0 2.0 1.0 4.0	Nurse Aide	0-749 750+	.5 1.0
Additional Positions (not included in 1:28 ratio) Student Activities Director Head Coach Novanet SAC	Per Campus Per Campus Per Campus *	1.0 1.0 1.0 1.0	District Aide (For each 300 students or major fraction thereof - 151)		
Librarian	0-999 1,000-1,4999 1,500+	1.0 1.5 2.0			

Source: BISD Staff Allocation Guidelines, 1998.

Like many districts with diverse populations, PAISD operates a wide variety of instructional models among its schools. Some of this variation in instructional programs is due to differences in the student populations attending individual schools; other variations are the result of decisions made by campuses through site-based management. To be effective, instruction must be responsive to the students served in each school. Differences in student needs often result in differences in staffing needs.

To support a broad range of student needs, PAISD, like many other school districts across the nation and in Texas, receives federal Title I funding, state compensatory funding and special education reimbursements, and other state and federal resources to supplement its educational programs. A portion of this supplemental funding is used to decrease the student-teacher ratio at schools by hiring additional employees. Interviews with central office personnel, school principals, teachers, and other employees indicate that the process for determining school-based staffing is largely unplanned and does not rely on accurate, up-to-date data. For example, PAISD does not evaluate its educational programs regularly to determine whether additional staffing does indeed help schools improve student performance. Effective staff allocation planning typically includes a requirement that programs, with additional staff, be evaluated regularly to determine the impact on student performance.

In addition, site-based management has major implications for staffing and program decisions made at each school. Yet little data exists to show that PAISD's staffing assignments and instructional models are tied closely to the goals and objectives of its various Campus Improvement Plans.

Staffing guidelines must ensure that schools have flexibility in assigning staff who will meet the unique needs of their students. Staffing allocation procedures often require:

- written justification of all additional staff allocations and the identification of revenues targeted to supplement the basic staff per allocation in the guidelines; and
- provisions for waivers from basic staff allocation guidelines based on an assessment of student needs in each school and a clear description of how the additional staff will be used and evaluated to implement the Campus Improvement Plan.

Recommendation 44:

Develop a districtwide staffing allocation plan and require principals to submit an annual staff allocation plan with justification for any additional position requests.

Staff allocation guidelines would assist PAISD in managing staff resources efficiently.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The executive cabinet with assistance from the District Decision Process Committee drafts a policy for determining staff allocations in all personnel categories and procedures for requesting and justifying additional position requests. August 1998
2. The board, administrators, and school personnel systematically review the policy and provide comments. September-October 1998
3. Based on review and discussions, the executive cabinet revises and finalizes the policy. November 1998
4. The board approves the policy. December 1998

5. The superintendent, in conjunction with the executive cabinet, develops procedures for implementing the staff allocation guidelines.	January 1999
6. The assistant superintendent for Curriculum and Instruction ensures that staff allocation plans are submitted for each school annually.	Beginning March 1999 and annually thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Personnel management is guided by both federal and state requirements. Texas, for example, has specific requirements for documentation on teacher certification, emergency teacher permits, and employee health records. Furthermore, board policy in each district provides specific requirements on how personnel are managed. Administrative Services has not developed a comprehensive personnel procedures manual for central office or campus staff. As a result, principals use varying approaches to personnel management.

A personnel procedural manual typically includes the following:

- hiring and employment practices;
- procedures for implementing all board policies such as leave, workers' compensation, etc.;
- professional development requirements and options; and
- evaluation policy and procedures.

The personnel procedural manual should provide an overview of the department's functions, list policies guiding personnel decisions, and describe the processes required to carry out the department's functions. Each personnel procedure should be cross-referenced with the corresponding board policy. The manual should be presented in a clear and concise manner that is structured for easy reading and guidance and should be distributed to each staff member in the district.

Recommendation 45:

Develop a procedural manual that clearly describes the nature and implementation of all personnel policies.

The personnel procedure manual should serve as a guide for both central office and campus administrators.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Administrative Services appoints a committee of personnel staff and district and school administrators to assemble a procedural manual for all activities undertaken by the department.	September 1998
2. The assistant superintendent for Administrative Services develops a mission statement that is consistent with the goals and objectives of the district for the committee's review.	October 1998
3. The assistant superintendent for Administrative Services reviews all tasks and processes within the department and then decides how the procedures will be organized within the manual, how it will be structured, and what it will contain.	October 1998
4. A draft of the personnel procedural manual is sent to the superintendent and executive cabinet for review, comment, and subsequent approval.	March 1999
5. Once approved, the assistant superintendent for Administrative Services ensures that copies are distributed to all personnel staff members.	March 1999

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Schedules, due dates, and day-to-day operational guidelines are necessary for the effective and efficient operation of a school districts' personnel function. PAISD, however, does not provide clear and systematic guidelines that specify the personnel duties that each district employee is responsible for following.

Rather than distributing and updating a handbook to inform employees of their ongoing responsibilities, Administrative Services distributes occasional letters to employees, requesting them to submit required documentation of some sort, or to inform them about a policy. Employee handbooks are often used to outline the policies of an organization and the individual responsibilities of its employees.

An effective employee handbook provides clear expectations about policies and regulations. Additionally, a comprehensive handbook protects the district by ensuring that employees are well-informed about policies and regulations, particularly those related to conditions of employment, various types of grievance procedures, certification status, and reclassification. Some of the information typically discussed in such handbooks includes:

- an overview of services performed by the department;
- description of staffing and personnel classifications;

- the terms and conditions of employment contracts;
- finger printing procedures;
- employment status changes such as transfers;
- procedures, models and benchmarks for performance appraisal;
- requirements for certification;
- guidelines for staff development;
- a description of employee benefits;
- Americans with Disabilities Act compliance requirements;
- employee responsibilities;
- grievance procedures;
- payroll requirements and procedures;
- leave policies and procedures;
- procedures for obtaining a substitute;
- timelines for processing all personnel transactions; and
- requirements for submitting records for personnel files.

A handbook would assist employees in understanding their responsibilities in reporting information to the Administrative Services Department.

Recommendation 46:

Develop an employee handbook.

The handbook should be presented in a clear and concise manner and structured for easy reading and guidance. The handbook should be linked to established district policies and be consistent with the department's procedural manual.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Administrative Services establishes a schedule for developing the handbook.	September 1998
2. The assistant superintendent for Administrative Services, in collaboration with teacher representatives, employee organizations, and department staff, create an outline for the employee handbook.	October 1998
3. The assistant superintendent for Administrative Services presents the first draft to the superintendent and executive cabinet for review and revision.	April 1999
4. The assistant superintendent for Administrative Services makes revisions and submits a final draft handbook.	May 1999
5. The superintendent approves the employee handbook.	June 1999

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Administrative Services can generate monthly printouts from the administrative software system to track many personnel functions, such as the number of leave days taken by each employee, the training activities attended, and the status of teacher certification and emergency permits. Summary reports are an important tool in monitoring personnel functions and evaluating personnel effectiveness. PAISD has not, however, used summary reports effectively to evaluate major personnel functions on an ongoing basis. In some areas, such as employee grievances, the department cannot generate summary data showing the number and types of grievances it manages.

Monthly and yearly summaries of personnel information would help Administrative Services and the Business Office assess and track vital personnel data that affects personnel and payroll administration. For example, Administrative Services collects requests for leave from all district personnel and enters data on training activities. When teachers take leave or attend training during school hours, substitutes must be hired to cover their assignments. Payroll also must track such information to make appropriate changes to paychecks. Monthly summary reports on employee leave and the use of substitutes would help PAISD track leave days, improve planning for the use of substitutes, and estimate the funds that must be allocated for this purpose.

Recommendation 47:

Generate monthly and yearly summary reports on all major personnel functions.

Modifications to the existing administrative software system would allow Administrative Services to develop the monthly and yearly summary reports needed to regularly assess the district's personnel functions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Administrative Services develops a comprehensive list of potential monthly reports. June 1998
2. The assistant superintendent for Administrative Services reviews the list with the executive cabinet. July 1998
3. The assistant superintendent for Administrative Services and the director of Computer Services meet and decide what modifications, if any, need to be made to the system to generate monthly reports. July 1998
4. The assistant superintendent for Administrative Services develops a schedule for report dissemination. August 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

C. SALARY ADMINISTRATION

Effective salary administration ensures that district employees are treated equitably, understand how their salary is determined, and have the information they need to manage their benefits packages. It also incorporates an effective process for resolving disputes.

CURRENT SITUATION

Competitive salaries and fringe benefits such as retirement and health benefits are needed to attract and retain qualified and competent professional employees. For the 1997-98 school year, a PAISD teacher with a bachelor's degree earns from $24,872, with no experience, to $38,835, with 23 or more years of experience. A teacher with a master's degree earns $26,633 with no experience and up to $42,356 for 23 or more years of service. Doctorate degrees receive about $1,000 in additional salary annually.

Salaries for administrators, other professional employees, and clerical and technical employees are determined by a pay scale that sets minimum, midpoint, and maximum salaries for each position. Auxiliary employees are paid an hourly rate that also is determined based on a minimum-midpoint-maximum pay range scale. New employees are assigned a salary range based on prior experience. **Exhibit 4-4** displays the 1996-1997 pay ranges for PAISD employees.

Exhibit 4-4
PAISD Pay Scale
1996-97

All Personnel Assigned to Pay Grade	Pay Grade	Timeframe	Minimum Rate	Midpoint Rate	Maximum Rate
Administrative Pay Ranges					
Assistant Superintendents	7	Daily 226 Days	$288.41 $65,181	$347.49 $78,533	$406.56 $91,883
High School Principals	6	Daily 220 Days	$262.20 $57,684	$315.89 $69,496	$369.59 $81,310
Middle School Principals	5	Daily 220 Days	$238.36 $52,439	$287.18 $63,180	$336.00 $73,920
Elementary Principals Director Career Education Director Food Service Director Special Education Director Computer Service Special School Principal Director Transportation Director Maintenance Head Coach Controller	4	Daily 220 Days	$216.69 $47,672	$261.07 $57,435	$305.45 $67,199
Administrative Assistant Summit Supervisors Secondary Supervisors Title I Supervisor Head Start Supervisor At-Risk Supervisor Personnel Analyst Special Education Specialist Elementary Supervisors Assistant Principals Library Supervisor Coord. Sch/Comm Relations	3	Daily 226 Days 220 Days 203 Days 195 Days 193 Days	$196.98 $44,517 $43,336 $39,987 $38,411 $38,017	$237.33 $53,637 $52,213 $48,178 $46,279 $45,805	$277.68 $62,753 $61,090 $56,369 $54,148 $53,592
Diagnosticians Craft Supervisor Payroll Supervisor Programmer/Analyst Counselors - Title I, Regular, Special Education Summit, and Vocational Associate Psychologist Custodian Supervisor Physical Therapist Social Workers	2	Daily 220 Days 195 Days 188 Days 185 Days	$179.08 $39,398 $34,921 $33,667 $33,130	$215.76 $47,467 $42,073 $40,563 $39,916	$252.44 $55,537 $49,226 $47,459 $46,701

Exhibit 4-4 (Continued)
PAISD Pay Scale
1996-97

All Personnel Assigned to Pay Grade	Pay Grade	Timeframe	Minimum Rate	Midpoint Rate	Maximum Rate
Clerical/Technical Pay Ranges					
Data Mgmt. Specialist Staff Accountant Personnel Analyst Business Operations Auditor Sec, Superintendent Purchasing Agent Finance Specialist	8	Daily	$117.62	$141.72	$165.81
Sec, Asst. Supt. Instruction Sec, Asst. Supt. Business Sec, Asst. Supt. Adm. Services Sec, High School Principal School Messenger	7	Daily	$106.93	$128.82	$150.74
Sec, Elementary Principal Sec, Employee Relations Sec, Dir. Transportation Sec, Dir. Technical Center Sec, Middle School Principal Sec, Dir. Computer Services Sec, Supervisor Title I Sec, Guidance Center Food Service Supv Mgr. Personnel/Athletic Clerk	6	Daily	$97.21	$117.12	$137.03
Sec, Director Special Education Sec, Auxiliary Personnel Sec, Food Service Clerk, Fixed Asset Acct.	5	Daily	$88.37	$106.47	$124.57
Clerk, Accounts Payable Clerk, Data Clerk, Payroll Clerk, Purchasing Clerk, Accounting PBX Operator Bookkeeper, High School Graphics Technician Sec, Maintenance/Operation Sec, Maintenance Supervisor Sec, School/Community Rela. Sec, Supervisor Custodian Attendance Clerk, Secondary Registrar, High School	4	Daily	$80.34	$96.79	$113.25

BEST COPY AVAILABLE

Exhibit 4-4 (Continued)
PAISD Pay Scale
1996-97

All Personnel Assigned to Pay Grade	Pay Grade	Timeframe	Minimum Rate	Midpoint Rate	Maximum Rate
Clerical/Technical Pay Ranges (Continued)					
Secretary Media Center Secretary Supv. Summit LVN Secretary Technical Center Media Clerk Transportation Clerk Clerk/Typist, HS/MS Clerk/Typist, HS Data Entry Sec, Special Education Elementary Attendance Clerk Micrographics Technician Title I Mobile Van Aide	3	Daily	$73.03	$87.99	$102.95
Library Aide Title I Aide Computer Lab Aide Office Lab	2	Daily	$66.39	$80.00	$93.59
Bilingual Aide General Aide Pre-Kindergarten Aide Title I Health Aide	1	Daily	$60.36	$72.72	$85.08
Manual Trades Pay Ranges					
Carpenter, Foreman HVAC, Foreman Electrician, Foreman	7	Hourly	$15.41	$18.56	$21.72
Electrician Food Service, Supv. Mgr. Computer Technician Plumber, Foreman Mechanics, Foreman	6	Hourly	$13.40	$16.14	$18.89
Head Groundskeeper Receiving Supervisor Painter Foreman HVAC Mechanic	5	Hourly	$11.66	$14.04	$16.43
Carpenter Mechanic Custodian, Lead (Large School) Food Service, Manager Foreman, Yard Plumber Painter	4	Hourly	$10.13	$12.20	$14.28
Custodian, Lead Equipment Operator Bus Driver	3	Hourly	$8.81	$10.62	$12.41

Exhibit 4-4 (Continued)
PAISD Pay Scale
1996-97

Personnel Classification	Pay Grade	Timeframe	Minimum Rate	Midpoint Rate	Maximum Rate
Manual Trades Pay Ranges (Continued)					
Carpenter Helper Clerk, Food Service Delivery, Driver Electrician Helper Food Service, Cook Groundskeeper HVAC Helper Mechanic Helper Painter Helper Plumber Helper Yardman Receiving Clerk	2	Hourly	$7.67	$9.23	$10.80
Custodian, Building Custodian, Transportation Food Service: Cashier Dishwasher Cook Helper Custodian, Shop Driver, Helper Bus Aide	1	Hourly	$6.66	$8.02	$9.40

Source: PAISD Department of Administrative Services, 1998.

Exhibit 4-5 shows the benefit rates for individual positions in PAISD.

Exhibit 4-5
PAISD Benefit Rates
1996-97

Position	Salary	Benefits
Teacher	$30,460	17%
Principal	$44,116	17%
Asst. Principal	$47,049	18%
Director	$58,140	18%
Head Coach	$58,923	18%
Supervisor	$50,300	18%
Principal	$60,350	18%
Asst. Superintendent	$80,649	18%
Social Worker	$36,381	18%
Counselor (195 days)	$44,753	18%
Counselor (188 days)	$42,454	18%
Educational Diagnostician	$40,332	18%
Attendance Clerk EL 186 days	$19,800	20%
Clerk/Attendance/Sec-207 Days	$20,809	20%
Secretary/Clerk - 220 days	$25,182	20%
Aides - 2.5 Hours	$3,575	10%
Aides - Classroom/Library	$12,800	30%
Cook Helper 3 Hrs.	$3,986	17%
Cashier 3 Hrs.	$4,613	17%
Cook 7 Hrs.	$10,996	35%
Café Manager	$15,740	35%
Custodian	$16,012	35%
Head Custodian	$23,673	35%
HVAC Mechanic	$30,037	30%
Mechanic	$25,818	30%
Painter	$28,998	30%
Plumber	$28,903	30%
Plumber Helper	$20,488	30%
Stadium Worker	$21,056	30%
Repairman	$29,608	30%
Truck Driver	$19,603	30%
Craft Foreman	$35,099	30%
Carpenter	$30,094	30%
Carpenter Helper	$20,374	30%
Electrician	$29,644	30%
Bus Driver	$13,483	40%
Bus Aide	$8,576	40%

Source: PAISD Business Office, 1998

FINDING

PAISD provides all its employees with a comprehensive benefits package including group health and accident insurance, life and disability insurance, and workers' compensation. The district contributes $217 per month toward health insurance, and offers medical coverage through a dual option: either a Participation Provider Organization (PPO) or a hospital indemnity benefit plan arranged through an agreement with local hospitals, physicians, and health providers. The PPO provides 90 percent coverage of most services. PAISD also participates in federal Social Security; the district and employee each contribute an amount equivalent to 7.65 percent of the employee's annual income to the program.

Most Texas districts do not participate in both the state teachers' retirement system and the federal Social Security program. In fact, only 45 Texas districts participate in the Social Security program for some or all of their employees. PAISD first elected to participate in Social Security during the 1980s. Recent federal legislation requires all districts to contribute toward Medicare (3 percent of each employee's salary) for all employees hired after 1986.

Although Social Security reduces PAISD employees' annual take-home pay by 7.65 percent, the program provides additional retirement benefits in excess of those provided by the Texas Teacher Retirement system.

COMMENDATION

PAISD has a comprehensive benefits package that includes contributions to Social Security.

FINDING

Many PAISD administrators, principals, and teachers told TSPR that the district's salaries are not competitive or adequate for their work and experience. In particular, teachers' salaries are not considered high enough to recruit and retain a quality workforce. Professional staff interviewed by the review team said that PAISD must offer higher salaries than its peer districts to retain good employees, since its take-home pay is substantially reduced by Social Security contributions. District personnel and community members also expressed concerns that the current salary structure does not offer incentives in hard-to-fill certification areas such as bilingual/ESL.

A comparison of PAISD's average salaries with those of a selection of peer districts is shown in **Exhibit 4-6**. Average salaries for PAISD's central administrative employees, as reported to the state and summarized by state statistical reports, are among the highest in the peer comparison group. Conversely, PAISD's teacher salaries are near the average. When salaries are adjusted for the district's 7.65 percent contribution to Social Security, however, PAISD's salaries for campus administrators and teachers rank lowest among the peer districts. PAISD's average combined professional staff salary (combining central and campus administrators, teachers, and support staff) was $44,369 in 1996-97. This was above the combined average salary for professional staff in all the peer districts except North Forest ISD.

Exhibit 4-6
Average Salaries for Selected Professional Staff
1996-97

Position Classifications Within Organizational Function	PAISD*	Minus PAISD Social Security	North Forest ISD	Bryan ISD	Peer Average	Longview ISD	Beaumont ISD	Galveston ISD	Waco ISD
Central Administration	**$76,369**	**$70,527**	$71.104	$59.395	$64.747	$66.108	$68.950	$64,246	$55.666
Campus Administration	**$49,924**	**$46,105**	$56.897	$47.871	$49.500	$49.777	$53.927	$51.349	$46.593
Teachers	**$32,226**	**$29,761**	$36.166	$30.321	$31,054	$31.493	$32.954	$32.559	$29.802
Professional Support Staff	**$39,926**	**$36,872**	$47.185	$36.132	$37.610	$33.911	$40.848	$38,061	$37.570
Combined Average	**$44,369**	**$45,816**	$50,874	$45.301	45,728	$44.970	$47.403	$45.017	$40.815

Source: 1996-97, Texas Education Agency.
**PAISD salaries are reduced by seven percent to account for social security pay reductions.*

The most recent comprehensive salary study in PAISD was conducted in 1988 with technical assistance from the Texas Association of School Boards (TASB). Since this time, the board has annually approved the salary schedule developed in 1988. In 1997-98, a new salary schedule was developed but not approved by the board, and the district continues to use the 1996-97 salary schedule. A regular assessment of salaries is critical because of the high demand for qualified teachers in Texas school districts. To attract and retain a high-quality professional staff, PAISD must complete with surrounding districts like Beaumont's. An annual examination of budget alternatives by the board should include an analysis of the extent to which its salaries are lower or noncompetitive and why.

When conducting annual salary comparisons, the following questions should be addressed:

- To what extent are district salaries comparable to salaries in the current and past years in both neighboring districts and other comparable districts in Texas?
- To what extent is PAISD losing teachers to other districts and why?
- To what extent are teacher salaries in the PAISD lower or higher because of a population of teachers with less or more experience than comparable districts?
- To what extent are teacher salary differences attributable to differences in the cost of living in comparable districts?
- To what extent do teacher benefits provided in the PAISD offset any identified salary differentiation?

Beaumont Independent School District recently completed a salary study and market analysis for Jefferson County that could provide useful information to PAISD.

BEST COPY AVAILABLE

Recommendation 48:

Conduct annual salary comparisons and examine budgetary alternatives to determine if salary schedules should be adjusted.

The superintendent and board should place a high priority on an annual assessment of salaries in the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Administrative Services conducts an annual salary comparison to review the competitiveness of all PAISD professional and non-professional salaries with those in comparable districts and other organizations.	January 1999 and Annually
2. The assistant superintendent for Administrative Services, in conjunction with the chief financial officer, develops annual salary schedules and proposed costs to raise and maintain teacher and other personnel salaries to competitive levels.	February 1999 and Annually

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

During interviews and at public hearings, district employees expressed concern that pay discrepancies exist among staff of similar employment status. TSPR heard, moreover, that the Administrative Services and central office have not been effective in clarifying the reasons for these discrepancies.

TSPR has confirmed that several administrators, teachers, support employees, and secretaries appear to receive less pay than peers with fewer years of experience. Starting salaries or promotions are calculated by the former assistant superintendent for Business, the superintendent's administrative assistant, and the superintendent, using board-approved salary schedules. The district has no procedures providing detailed guidance during the hiring and promotion process on where to place new employees in the salary schedules. For example, no procedure guides administrators in determining the number of years of experience for which a new teacher can receive credit upon entering the district. As a result, some teachers said they received credit for all prior teaching while others received credit only for teaching experience related to their new position.

Inconsistencies in salary administration have affected staff morale and trust in district administration. In response to perceived salary inequities, the superintendent has increased some salaries. Furthermore, in February 1998, the superintendent presented a proposal to the board to equalize the salaries of guidance counselors, diagnosticians, and social-work personnel. The proposal was not approved and the board has requested additional information on the apparent salary inequities in the district. Recent increases, however, have not been based on a comprehensive districtwide analysis of salary inequities and a determination of the potential cost of adjusting all inequitable salaries. Moreover, pay increases in some cases have been applied before board approval of a revised salary schedule, a violation of board policy.

Administrative Services does not hold responsibility for assigning salaries, only for processing the paperwork once a salary is determined. Payroll staff enter all salary information and pertinent personnel information in the district's computer management system. When new personnel are hired, when new salaries are determined for the upcoming school year, or when any salary adjustments are made to an employee's pay (a change in number of deductions, for instance), Payroll makes the necessary payroll adjustments. Payroll employees report that they often cannot obtain salary information on starting salaries from the Administrative Services Department. Since Administrative Services does not have a role in making salary determinations, they do not have a record of the salary quoted to the new employee.

Effective salary administration clearly defines a process for assigning, recording, and verifying salary information. Comprehensive procedures include a check-and-balance mechanism to ensure that salary recommendations adhere to district policy and are supported by the appropriate documentation of employee experience. To improve the system, PAISD also should modify the district's computer management system to allow the Payroll Department to obtain salary information from the Administrative Services databases once it is verified and entered.

Recommendation 49:

Establish a comprehensive policy and procedure for determining salaries based on an annually approved salary schedule.

The superintendent assigns salary determination responsibilities and the processing of all new hires to the Administrative Services Department. A comprehensive districtwide analysis of salary inequities and the potential cost of adjusting all inequitable salaries should be developed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The executive cabinet drafts a policy and corresponding procedures for developing and implementing salary schedules.	June 1998
2. The board reviews the policy, makes revisions as necessary, and approves the policy.	July 1998
3. Once the procedures are determined and approved by the superintendent, the procedures are incorporated into the department's procedural manual.	August 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

As required by the Texas Education Code, PAISD employees receive five personal leave days a year. PAISD provides full-time professional employees with up to 15 additional leave days per year and paraprofessional/auxiliary employees with three additional days. According to district policy, professional personnel can accumulate and carryover a total of 120 local full days and 60 half days of local sick leave. Designated personnel can accumulate a total of 60 local leave days at full compensation that may be used for illness of the employees or death of a member of the employee's immediate family.

Exhibit 4-7 summarizes state and local leave in PAISD.

Exhibit 4-7
Summary of PAISD Leave Days

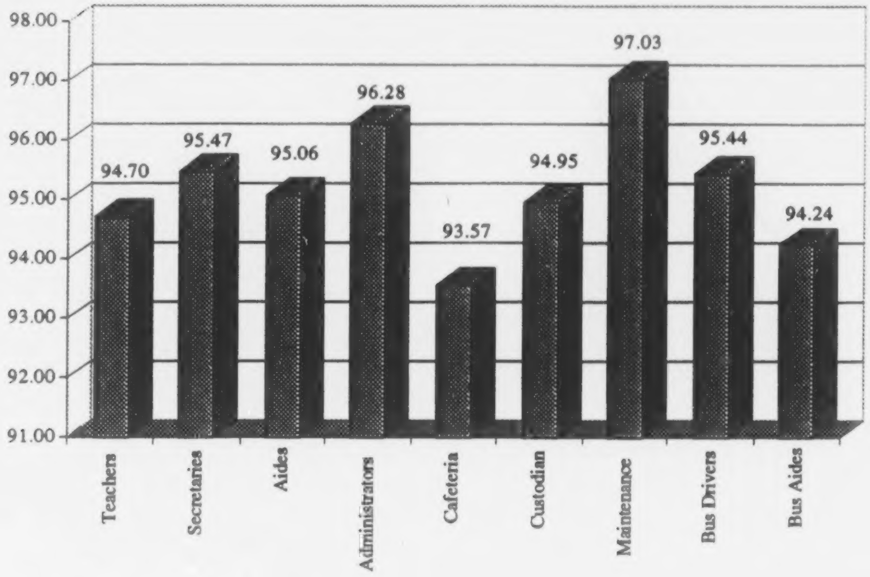
Professional Personnel				Designated Personnel		
Years in the District	State Workdays Full Pay	Local Workdays Full Pay	Local Workdays Half Pay	Years in the District	State Workdays Full Pay	Local Workdays Full Pay
1	5	0	0	1	5	0
2	5	5	0	2	5	3
3	5	10	0	3	5	3
4	5	15	0	4	5	3
5	5	15	0	5	5	3
6	5	15	0	6	5	3
7	5	15	0	7	5	3
8	5	15	0	8	5	3
9	5	15	0	9	5	3
10	5	15	10	10	5	3

Source: PAISD Policy Manual, 1998

To support instruction when teachers are absent, substitute teachers are registered with the district. Substitutes are paid from $55 to $100 a day, depending on their level of service and whether or not they are certified and have teaching experience. At the time of TSPR's visit, PAISD was spending an average $107,000 per month for an average of 220 substitutes. To reduce the number of days taken in leave, the district has proposed modifications in its sick-leave policy to create an incentive for attendance. At the time of the review team's visit, the policy had not been approved. **Exhibit 4-8** summarizes sick leave taken by PAISD employees. Only bus aides and cafeteria workers have lower attendance rates than teachers.

BEST COPY AVAILABLE

Exhibit 4-8
PAISD Employee Attendance Percentages by Group
1996-1997



Source: PAISD's Computer Services Department

Recommendation 50:

Revise the sick leave policy to institute an incentive program giving teachers with perfect attendance a stipend of $250 per school year or $100 for each semester of perfect attendance.

The attendance stipends should be paid annually.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The executive cabinet, in conjunction with the school attorney and teacher union representation, reviews the draft policy and makes recommendations for revisions.	June 1998
2. The assistant superintendent for Administrative Services coordinates the revisions and submits the new draft policy to the superintendent for review.	July 1998
3. The superintendent presents the policy to the board for review and approval.	August 1998

FISCAL IMPACT

Based on an annual substitute cost of $1,076,666, a 10 percent reduction in sick leave would result in a savings of approximately $107,667 annually. If 5 percent of PAISD'S teachers (138), receive the incentive annually, the district's costs would be $34,500. This would result in a total savings to the district of $73,166 annually ($107,667 – $34,500 = $73,167).

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Revise sick leave policy	$73,167	$73,167	$73,167	$73,167	$73,167

FINDING

An employee must complete forms to notify PAISD's central office of leave. The signed form is sent to Administrative Services with copies to Payroll. A secretary enters the employee's leave days into a database on the administrative software system. At the end of the month, Payroll must access this information from the database so that the balance of leave days may be recorded on the employee's payroll stub. Administrative Services and Payroll do not have administrative software that is linked. Interviews indicate that data management between Administrative Services and Payroll is inconsistent and ineffectively monitored. Moreover, the administrative software is not linked to schools so that employee information can be submitted on-line.

The Administrative Services and Payroll departments perform many overlapping functions. For instance, basic personnel information including the employee's name, address, social security number, starting date, and salary must be entered into the personnel data in Administrative Services. The same information also is necessary for Payroll to process and issue pay checks. Administrative Services and Payroll also use two separate databases to track employees. Once Administrative Services enters employee information in the database, a hard copy is printed and sent to Payroll. Payroll enters the information in a separate database. Linking the administrative software between these two departments would eliminate the need for two staff members to perform the same duty.

Recommendation 51:

Link administrative software systems between the Business Office and Administrative Services and provide schools and departments with on-line access to the district's administrative software so that they can record attendance and other personnel data directly into the system.

Entering data directly into the administrative software system from schools and departments would eliminate the need to send hard-copy forms to Administrative Services and would decrease unnecessary paperwork and data entry by Administrative Services employees.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Computer Services determines program applications needed to enter leave and other data directly in the administrative software system from the campus and department level.	June 1999
2.	The director of Computer Services notifies the software contractors of the application that will be needed.	June 1999
3.	The software contractor makes the modifications so that the system is ready for the beginning of the 1998-99 school year.	July 1999

FISCAL IMPACT

The infrastructure for the computer application already is in place. Costs associated with this recommendation would include the development of a software application to enhance the existing system. The one-time cost to modify the district's system is estimated at $1,500.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Enter personnel and payroll data on-line	$0	($1,500)	$0	$0	$0

D. RECRUITMENT AND EMPLOYMENT

The recruitment and employment of district personnel is a major function of the Administrative Services Department.

CURRENT SITUATION

Administrative Services' capacity to recruit qualified teachers has a major impact on PAISD and the quality of its instruction. In recent years, a shortage of resources has forced Administrative Services to decrease its efforts to find quality administrators, teachers, paraprofessionals, and auxiliary staff.

The department distributes and collects all applications for employment and conducts initial screenings. Applications for positions initially are reviewed by the assistant superintendent and become part of an approved applicant pool. When a vacancy occurs, the applications are sent to the campuses or departments, where the administrator or a site-based decision-making team interviews the applicants and makes a hiring recommendation. Recommendations are forwarded to the superintendent and then to the board for approval. The director of Human Resources plans and leads all formal recruitment efforts for professional staff.

Exhibit 4-9 shows the number of PAISD employees by job classification and ethnicity for fiscal year 1997-98.

Exhibit 4-9
PAISD Staffing Characteristics
Fiscal 1995-96 through 1997-98

	FTE 1995-96	FTE 1996-97	FTE 1997-98	Percent Change of 1995-96 to 1997-98
Total Staff	**1,478.9**	**1,427.3**	**1,392.4**	**-5.8%**
Teachers	744.8	696.2	690.1	-7.3%
Professional Support	110.7	109.4	112.9	2.0%
Campus Administration	34.6	39.1	37.0	6.9%
Central Administration	6.0	6.0	6.0	0.0%
Educational Aides	147.3	147.1	139.7	-5.3%
Auxiliary Staff	435.5	427.3	405.0	-7.0%
Total Personnel by Ethnicity				
White	667.3	625.7	603.8	-9.5%
Hispanic	71.5	69.3	70.7	-1.1%
Black	716.7	709.9	696.9	-2.8%
Other	23.4	22.5	21.0	-10.3%
Teachers by Highest Degree Held				
No Degree	15.8	20.5	26.0	64.6%
Bachelors	521.7	487.6	493.7	-5.4%
Masters	206.2	187.1	168.4	-18.3%
Doctorate	1.0	1.0	2.0	100.0%
Teachers by Years of Experience				
Beginning Teachers	64.6	54.7	79.3	22.8%
1-5 Years Experience	227.0	204.0	178.2	-21.5%
6-10 Years Experience	101.0	103.5	118.7	17.5%
11-20 Years Experience	168.8	155.1	150.3	-11.0%
More than 20 Years' Experience	183.4	178.9	163.7	-10.7%
Teachers by Program (Population Served)				
Regular Education	450.4	437.2	423.8	-5.9%
Career and Technology	44.6	35.8	34.4	-22.9%
Education	38.0	41.1	49.6	30.5%
Bilingual/ESL Education	87.8	69.4	62.3	-29.0%
Compensatory Education	3.7	3.3	5.4	45.9%
Gifted and Talented Education	66.6	64.0	62.4	-6.3%
Special Education	53.6	45.4	52.1	-2.8%
Other				

Source: PAISD Administrative Services Department, 1998.

BEST COPY AVAILABLE

FINDING

PAISD experiences a high turnover rate for teachers. Of 698 teachers employed in 1996-97, 108 resigned contributing to a turnover rate of 15.5 percent. **Exhibit 4-10** compares PAISD's 1996-97 teacher turnover rate with other Texas school districts, Region V, and the state.

Exhibit 4-10
PAISD Teacher Turnover Rate Versus
Six Peer Districts, Region V,
and the Statewide Averages
1996-97

District	Percent Teacher Turnover
Longview ISD	10.3
North Forest ISD	7.9
Beaumont ISD	9.0
Region V	11.9
Statewide	12.6
Galveston ISD	13.7
Port Arthur	**15.5**
Bryan ISD	16.9
Waco ISD	16.9

Source: AEIS, 1996-97

Exhibit 4-11 shows the number of employees lost through attrition and the number of employees hired through 1996-97.

Exhibit 4-11
PAISD Employee Turnover
1994-95 through 1996-97

	1994-95		1995-96		1996-97	
	Hire	Resign	Hire	Resign	Hire	Resign
Teachers	88	90	73	109	73	108
Administrators	6	8	1	3	0	2
Aides	25	19	19	7	14	20
Secretary/Clerk	3	9	4	7	2	10
Cafeteria	17	11	11	16	19	8
Custodians	1	7	6	6	0	4
Maintenance	1	11	2	4	1	5
Bus Drivers	7	5	3	6	0	4
Bus Aides	5	1	2	1	0	1

Source: PAISD Department of Administrative Services, 1998.

To fill positions for which certified teachers are not available, PAISD hires a large number of teachers on emergency permits. Emergency permits qualify potential teachers to teach on a short-term basis while they work toward completing their certification requirements. The number of emergency teaching permits in PAISD has ranged from 9.1 to 11.1 percent of the total teaching population between 1995 and 1997. Many emergency teacher permits occur in areas such as bilingual education, where the state as a whole suffers from shortages. The district does not offer stipends as incentives for teaching in these areas.

Exhibit 4-12 compares the number of emergency teaching permits to total number of teachers in PAISD.

Exhibit 4-12
Total Teachers versus Teachers on Emergency Permit
1995 through 1997

Year	# of Teaching Permits	Total # of Teachers	Percent of Total Teachers on Permit
1995	68	744.8	9.1%
1996	77	696.2	11.1%
1997	68	690.1	9.8%

Source: PAISD Administrative Services Department, 1998.

The recruitment of certified teachers in regular education and special areas such as bilingual and special education is a problem facing many districts in Texas. Helping qualified individuals become certified is one way districts are able to fill these positions. Pressure to keep up with the lack of qualified teachers has forced the district to hire teachers who are not certified in their particular subject areas at an alarming rate.

Applicants who wish to teach on an initial emergency permit must submit a copy of the emergency permit form and a "College Deficiency Plan" 60 days before assignment. The College Deficiency Plan is an agreement between a college and the student teacher to complete a certification program. The plan provides specific information on the courses needed for certification and verifies that the individual meets the grade-point average required for admission into the Lamar University teacher education program. The personnel analyst works closely with Lamar University to ensure that the plans are in place. Renewal requirements for permits are summarized in **Exhibit 4-13.**

Exhibit 4-13
Renewal Requirements for Emergency Permits

General Provisions

1) The employing superintendent or authorized representative of a public school district may renew an emergency permit for the same assignment in the same school district for which the initial permit was activated.

2) No individual may continue in the same assignment for more than three years of service on the basis of an emergency permit.

3) The total number of semester hours required to obtain certification appropriate for the assignment shall determine the number of permit renewals for which the individual may be eligible. The following schedule shall determine eligibility for permit renewal.

   - One through six semester hours plus the appropriate examination requirements-No Renewal.
   - Seven-12 semester hours plus the appropriate examination requirements-One Renewal.
   - More than 12 semester hours plus the appropriate examination requirements-Two Renewals.

Renewal Procedures

1) Before an emergency permit for a noncertified individual is renewed for the first time, the superintendent or authorized representative must verify that:

   - a noncertified teacher, except one serving in a vocational assignment requiring skill and experience in the area taught, has passed a competency examination of basic skills Texas Academic Skills Program (TASP); and
   - a noncertified teacher serving in a vocational assignment requiring skill and experience in the area taught has passed the Texas Examination of Current Administrators and Teachers or the reading and writing portions of the TASP or the reading and writing portions of the TASP.

Source: PAISD's Summary of the Texas Education Code, 1998.

Recommendation 52:

Establish a recruitment plan with measurable goals and objectives and expand recruiting efforts to fill permanent positions with certified professionals.

To hire more certified teachers, PAISD should have a comprehensive plan for recruitment in place. The goals of the plan should focus on increasing the applicant pool in critical fields, increasing the number of early contracts made with new hires, and increasing the number of minority teachers. The plan also should address the costs of recruitment in detail and provide recommendations for committing adequate resources to the district's recruiting efforts. All recruitment costs should be evaluated annually based on the number of new hires and the potential candidates contacted through each recruitment activity.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Administrative Services, in conjunction with the executive cabinet, develops a recruitment plan.	Summer 1998
2.	The assistant superintendent for Administrative Services submits the plan to the superintendent for approval.	October 1998
3.	The superintendent includes the associated costs for implementing the plan in the budget annually.	Ongoing

FISCAL IMPACT

Recruitment travel should be budgeted at $12,000 to pay for a minimum of 20 trips and recruitment activities.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Establish a recruitment plan	($12,000)	($12,000)	($12,000)	($12,000)	($12,000)

E. PERSONNEL RECORDS AND INFORMATION MANAGEMENT

Texas state law requires school districts to maintain individual personnel records for all employees. The primary reason for keeping such records is to document years of service for state retirement and to maintain licensing and certification data.

CURRENT SITUATION

Administrative Services is responsible for maintaining efficient, accurate, and up-to-date employee personnel files and taking necessary measures to protect the confidentiality of these files. Each official file contains the employee's application for employment, transcripts, previous work history, certifications, contracts, and salary history. Appraisals and other pertinent documents about the employee's history are kept in a separate folder.

FINDING

PAISD's superintendent, directors, and principals determine job descriptions and reclassifications for positions under them. Some job descriptions are maintained in a binder kept in the Administrative Services Department. Job descriptions are provided to employees and applicants seeking employment with the district. The job descriptions were being reviewed and updated at the time of TSPR's visit.

TSPR noted that job descriptions for central office administrators do not always match their actual duties. For instance, the job description for the assistant superintendent for Curriculum and Instruction should now include the former duties of the assistant superintendents for Secondary and Elementary Education. Recent reorganizations of PAISD have created an additional demand on Administrative Services to keep job descriptions up to date.

Job descriptions are most effective if they are updated whenever a position description changes. Reviews must be conducted each year to see if job descriptions require revision.

Recommendation 53:

Review and update all job descriptions and verify that performance responsibilities match employee duties.

A procedure should be developed and a memo sent to administrators informing them of the review process and requesting a review and revision of job descriptions as needed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Administrative Services sends all directors and campus administrators copies of job descriptions for all positions for which they are responsible and requests that they examine the descriptions carefully to see that current job duties match listed responsibilities, and to note any changes that should be made.	Beginning June 1998 and Ongoing
2. Once the job descriptions are returned to Administrative Services, the personnel analyst ensures job descriptions are edited as indicated and, if a position needs to be reclassified, the appropriate steps are taken.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Personnel records for the district's 1,392 employees are stored in filing cabinets within Administrative Services. Inactive files for employees who have retired, died, or left the district are stored at the Sims Center. TSPR's review of a random sample of current employee personnel files found that some files were incomplete. For example, two administrator files had no records of certification, and two teacher files did not contain official grade transcripts. According to board policy, personnel records should contain at least the following:

- copies of teacher certification or other employee training requirements;
- employment history;
- official transcripts;
- health and drug screening information;
- evaluations;
- salary history;
- copies of any contractual agreements with the district.

The personnel analyst and Administrative Services secretaries are responsible for maintaining personnel files. The staff sees that these files are kept up-to-date, that work histories are recorded, and that documents in the files are organized in some reasonable fashion so that when an employee's file is reviewed, specific documents can be found easily and quickly.

Administrative Services has two types of files: *official* files that contain required documentation, and *supplementary* files that are kept separately from official files and are used to file all other employee information. A random sample of the employee personnel documentation found in official files was, in most cases, well-organized and contain required documents. The supplementary files, however, were found to be unorganized and inconsistent. But, locating specific documents in both files was cumbersome and lacked continuity. For example, similar documents were clipped together in some files, while in others they were not. Rather than locating a document through a systematic file system, each employee file had to be searched document by document.

Well-organized employee files would allow for easy selection of specific documents that might need to be reviewed. For example, all certification and professional credentials should be placed in the front of the file. This section should contain a cover sheet listing all required documentation, the date the documentation was received, and the initials of the employee placing the document on file.

Recommendation 54:

Ensure that all employee files contain official records and organize personnel files so that similar documents are grouped together for easy location.

The personnel analysts should develop a checklist outlining all required personnel records, and the order in which they should appear in each employee file. A copy of the checklist should be kept in each employee folder. The filing system also should be automated to where the individual checklist information would be maintained and updated in a database that could be used to identify employees that might be missing required records, such as transcripts, certification materials, or staff development requirements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Administrative Services has all files reviewed for completeness.	July 1998
2.	The assistant superintendent for Administrative Services ensures that the personnel analysts immediately notify employees of any missing information in their files.	July 1998
3.	The assistant superintendent for Administrative Services requires personnel analysts to maintain personnel files so that documents are placed into specific areas/sections within the file folder for easy location. Procedures to organize the file folders are developed by the personnel analysts.	July 1998
4.	Once the personnel analysts develop a plan for organizing the file folder documents, the assistant superintendent for Administrative Services approves the plan and the files are reorganized.	August 1998
5.	Starting with new hires, personnel analysts set up files according to the newly adopted procedure. Remaining employee files are reorganized as they come up for review by the personnel analysts and the department.	September 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

F. EMPLOYEE APPRAISALS

According to board policy and state law, all employees must be appraised annually using an appraisal instrument approved by the board. Employee appraisals result in fair compensation and promotion and the development of appropriate personal improvement and training plans.

CURRENT SITUATION

PAISD requires all of its employees to be evaluated each school year. The district uses the Texas Teacher Appraisal System (TTAS) to appraise teachers and has not adopted the new state appraisal system, the Professional Development Appraisal System (PDAS). Locally designed instruments are used for administrators and professional staff, paraprofessionals, and auxiliary employees. Supervisors or other individuals designated by the district evaluate personnel. A copy of the completed appraisal is returned to Administrative Services to be placed in the employee's file. Administrative Services monitors the return of these appraisals to ensure that the evaluations have been conducted.

The Education Code 26203(a); 19 TAC 150.1001(a) requires each school district to appraise administrators as follows:

- Each school district shall appraise each administrator annually using either:
  (1) the commissioner's recommended appraisal process and performance criteria; or
  (2) an appraisal process and performance criteria:
  - developed by the district in consultation with the district- and campus-level committees established under Section 11.251;
  - and adopted by the board of trustees.
- Funds of a school district may not be used to pay an administrator who has not been appraised under this section in the preceding 15 months.
- The appraisal of a principal shall include consideration of the performance of a principal's campus on the indicators established under Section 39.051 and the campus's objectives established under Section 11.253, including performance gains of the campus and the maintenance of those gains.

FINDING

Regular evaluation is an important aspect of effective school district management. Evaluations allow administrators to assist their employees in identifying their strengths and correcting weaknesses. The appraisal criteria for all central office administrators should be based on revised job descriptions, be clearly measurable, and help determine whether the administrator is providing appropriate services to the district's campuses. Central office appraisals should consider the following:

- All central office services must be clearly defined in performance terms and assigned to an accountable administrator.
- All central office administrators should provide the service according to performance standards.
- Job descriptions should reflect contributions toward campus-based performance goals.

School administrator evaluations should consider:

- accountability for performing tasks required by central office; and
- input from school-based professional personnel.

TSPR's random review of teachers' and hourly employees' evaluations showed that most records were complete. In most cases, hourly employee files carefully documented employee attendance, performance goals, and evaluation conferences between the employee and the employer. Conversely, administrators and directors have been evaluated only sporadically. Two directors' files reviewed in TSPR's sample had not been evaluated in several years; two principals also did not have consecutive evaluations.

Recommendation 55:

Evaluate all central office and school administrators annually in accordance with state law.

The superintendent must ensure that evaluations are in place and salaries are withheld if the evaluation process is not completed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent submits current appraisals for all school district administrators.	June 1998 and Annually
2. The superintendent verifies that each central office administrator and school administrator is evaluated annually.	June 1998 and Annually

FISCAL IMPACT

This recommendation can be implemented with existing resources. State law requires the withholding of salaries for administrators who do not have current evaluations.

G. STAFF DEVELOPMENT

The Texas Education Code, Section 11.253 and 21.45, requires school districts to provide adequate time and financial resources to support a comprehensive staff development program. The state allows districts to reduce their number of student attendance days to allow more time for training. The Texas Education Agency encourages school districts to adopt a site-based approach to staff development.

If site-based decision-making committees are to be effective in improving instructional practices, they must be given the resources necessary to direct training toward the unique needs of their individual campuses. As a result of site-based management, many training activities are designed and implemented by individual schools. For it to be cost-effective, however, central office staff should assist in facilitating school-based staff development. School-based training should be clearly defined in each Campus Improvement Plan and should assist schools in meeting districtwide goals for improving student achievement. Individual campuses should be encouraged to pool staff development funds to address similar needs.

In addition to teacher training, other district employees require ongoing staff development. For example, bus drivers require ongoing training in safety and medical emergencies.

CURRENT SITUATION

Coordination of PAISD's school-based staff training program is the responsibility of the assistant superintendent for Curriculum and Instruction. The majority of the districts staff development activities are initiated by schools based on decisions made by Campus Site-Based Committees. The major thrust of PAISD's training program is to provide technical assistance and training for teachers and administrators. The program relies on the department's supervisors, school-based personnel, consultants from Region V, and area colleges and universities to conduct training activities within the district. Central office and school-based professional personnel also regularly attend workshops offered through TEA and professional organizations in Texas and across the nation. Other central office departments also provide technical assistance and training to employees under their supervision. The Transportation Department, for example, provides regular training to bus drivers on bus safety.

FINDING

In general, PAISD's training lacks central coordination. Individual administrators for Curriculum and Instruction, Maintenance, Child and Nutrition Services, Transportation, other PAISD departments, and schools provide staff development workshops and activities based on the needs of their individual areas. Some districtwide programs such as Title I conduct more extensive training activities and attend workshops and conferences on an ongoing basis. Other departments such as the Business Office attend relatively few training activities. Central office coordination of the district's staff development program is limited to designated training days. TSPR found that even staff members who conduct training activities are uncertain whether the same training is being provided by others in the district. For example, several supervisors in the Curriculum and Instruction Department said that they have presented the same information as another supervisor at different school locations without prior knowledge of the overlap. If efforts were coordinated, staff time could be used more efficiently. School-based administrators said they often are uninformed of training activities conducted at other schools.

Effective staff development requires a clear link between the training provided and the district's or school's goals for improving employee performance. Although PAISD provides training in many relevant areas under a site-based model, the districtwide staff development programs are inefficient and are not based on a comprehensive plan for all employees. As a result, overlapping activities and gaps in staff development can occur.

Recommendation 56:

Hire a training specialist and create a comprehensive staff development plan that includes focused training initiatives for administrators, professional employees, and support staff.

This recommendation is not intended to centralize PAISD's training activities or to circumvent site based decision making but rather to assist and facilitate the needs of campus administrators. A comprehensive staff development plan would ensure that training resources allocated to each school and department are used efficiently.

PAISD should develop and coordinate the implementation of a comprehensive staff development delivery plan that plan should provide an overview of site-based initiatives. Moreover, training resources for all schools need to be collaboratively managed so that duplication can be avoided.

A central office position could be assigned responsibility for coordinating and disseminating staff development opportunities for all district employees, professional, and hourly. Surveys could be used to ascertain training needs throughout the district, and coordination of summer training programs that cross over campus boundaries could be made the responsibility of this individual. This position could be assigned responsibility for developing a comprehensive training plan that includes opportunities for cross-training staff in key district functions such as services for at-risk students, special education, student discipline, community involvement, safety resource management, and personnel functions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board approves the hiring of the staff development specialist.	July 1999
2.	The assistant superintendent for Administrative Services posts the position and follows standard hiring practices.	July 1999
3.	The assistant superintendent for Administrative Services assigns the training specialist responsibility for conducting a comprehensive needs assessment to determine the district's overall training needs.	August 1999
4.	The needs assessment is completed by all staff members and summarized by the training specialist.	September 1999
5.	The training specialist ensures that annual meetings are held with each school administrator and department head to facilitate the prioritization of staff development needs.	Annually
6.	The training specialist ensures the coordination of training activities that involve more than one campus.	Ongoing

FISCAL IMPACT

The fiscal impact of hiring a staff development specialist is based on an average salary of $30,460 plus 17 percent benefits ($35,638). The staff development plan can be established within existing resources.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Hire a training specialist and create a staff development plan.	$0	($35,638)	($35,638)	($35,638)	($35,638)

FINDING

PAISD has a mentorship program designed to support first-year and new teachers in the district. Administrative Services does not assist in coordinating the mentorship program to ensure all eligible teachers participate. Experienced teachers are chosen as mentors by school-based staff but are not paid an annual stipend for participating in the program. The mentorship program varies at each school. Interviews indicate the quality of the program depends on the skills and availability of the mentors assigned. In some schools, principals provide support to mentors and release them to spend time with new teachers; in other schools, this is not the case. Furthermore, experienced teachers often have many commitments, and since there is no incentive for mentorship, district staff report that many experienced teachers have left the program.

Although mentorship is primarily intended to be a school-based activity, PAISD must ensure that new teachers and noncertified teachers have comprehensive support in understanding the teaching process and implementing the district's curricula.

Recommendation 57:

Provide a well-structured mentorship program at all schools and evaluate the cost benefits of providing a stipend to teachers who serve as mentors.

Establish a new core of qualified teachers is critical to PAISD organizational structure. The mentor program can help to establish the training.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Administrative Services ensures the development of a model for monitoring the mentoring program.	August 1998
2. The assistant superintendent for Administrative Services ensures the development of a monthly training program for mentors and new teachers.	September 1998
3. The assistant superintendent for Administrative Services ensures the development of an outline of all ongoing activities that support mentors and new teachers.	October 1998
4. Mentors and new teachers meet monthly.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The assistant superintendent for Curriculum and Instruction plans and supervises some districtwide training activities. School administrators and teachers also attend classes and workshops at the Region V Education Service Center and area colleges and universities. PAISD has not created a monthly schedule of staff development activities that provides an easy reference to all courses provided by central office staff, the Region V Education Service Center, area colleges, and the campuses. Only districtwide staff development activities were listed on the general district calendar.

Recommendation 58:

Publish annual and monthly summaries of training course offerings.

This recommendation would increase staff awareness of course offerings.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Curriculum and Instruction and director of Communications meet to coordinate publication activities. September 1998
2. The staff development specialist publishes annual and monthly course offerings. October 1998 and Ongoing

FISCAL IMPACT

This recommendation could be accomplished with existing resources.

PORT ARTHUR

[illegible]

COMMUNITY INVOLVEMENT

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 5

COMMUNITY INVOLVEMENT

This chapter discusses PAISD's efforts to manage its relations with the Port Arthur community, in four sections:

A. Organization and Management
B. District Communication
C. Community Involvement
D. Parental Involvement

A school district's mission of providing quality educational services is made considerably easier if it builds effective partnerships with parents, area businesses, civic and faith-based organizations, and other concerned citizens. Every school district should establish an effective public relations program to tell the community about its goals and accomplishments and encourage public support for its efforts. A truly effective program communicates with the media and all stakeholders on a regular basis to build strong, long-term relationships.

School districts organize their community involvement activities in a variety of ways. Most larger districts dedicate a department to oversee public relations, communications, and partnership programs.

Community involvement efforts are also strengthened by informative, well-designed publications that enhance public and staff perceptions of the school system. An informed public is more likely to participate in school activities and provide vital support to the district.

A. ORGANIZATION AND MANAGEMENT

CURRENT SITUATION

PAISD's Office of Communications is headed by a director of Communications and School/Community Relations who reports directly to the superintendent and serves as a member of the superintendent's Executive Cabinet. The director of Communications is responsible for the following areas:

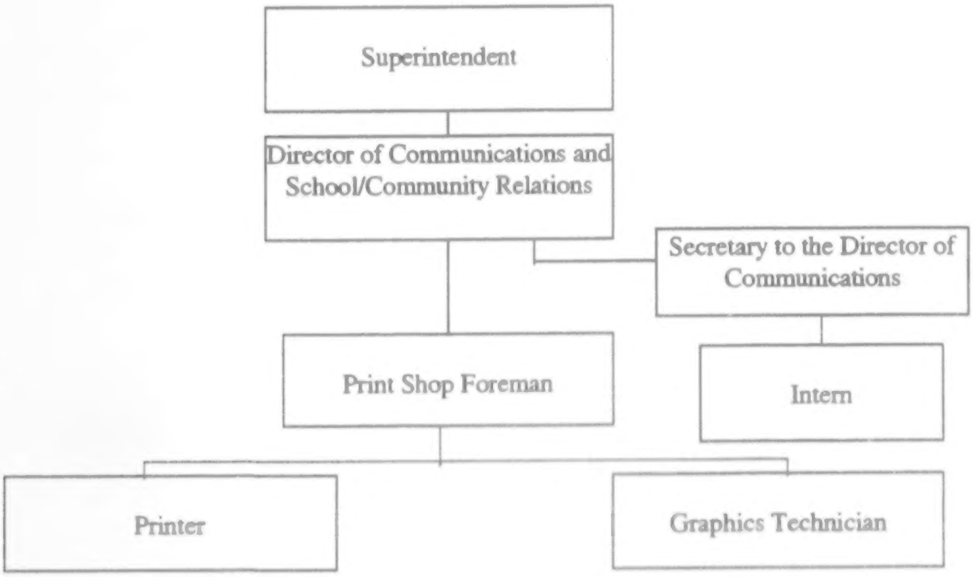
- Publications: written materials informing district personnel or the public about district policies and activities.
- Public and Media Relations: information provided to the public or media about district activities to enhance knowledge of the district and support for its mission.
- Business-School Partnerships: the creation and enhancement of relationships between the business community and schools to foster cooperation and gather additional resources.
- Special Events: activities usually related to raising the morale of district personnel or increasing community support for the district.
- Print Shop: printing and copying of materials for the district.

Office of Communications staff include:

- a director of Communications and School/Community Relations
- a secretary
- a student intern who works about 15 hours per week
- a print shop foreman
- a printer
- a graphics technician.

Exhibit 5-1 shows the current organization of the Office of Communications.

Exhibit 5-1
Organization of PAISD Office of Communications


Superintendent
Director of Communications and School/Community Relations
Secretary to the Director of Communications
Print Shop Foreman
Intern
Printer
Graphics Technician

Source: PAISD Office of Communications, 1998.

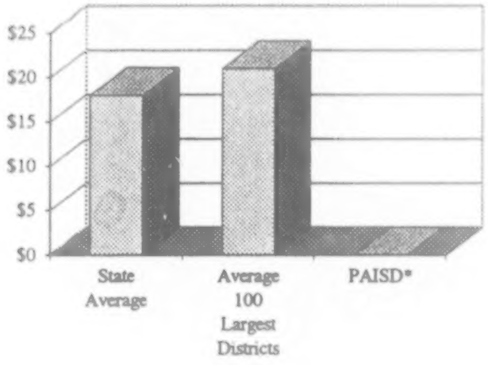
The Communications office manages numerous special events such as Peace Week; week-long activities and events dedicated to the promotion of nonviolence through the resolution of interpersonal conflicts, and also is responsible for many volunteer and employee recognition functions. For example, at the beginning of board meetings, the director of Communications facilitates board recognition of students and staff who have achieved various milestones in their education or careers.

The office also manages all publications and press releases for the district. Regular publications include a weekly staff newsletter, *Portholes*, an annual report to the community mailed to every home in the district and the Greater Port Arthur Chamber of Commerce; a school calendar mailed to all district employees and every student home in the district; and weekly press releases to area newspapers and television stations. In addition, Communications produces special publications for the district such as a directory of district personnel and a crisis management handbook.

To inform the Port Arthur community of the district's activities, all regularly scheduled board meetings are videotaped by special arrangement with Lamar University at Beaumont at a cost of about $5,000 per year. Board meetings are broadcast on a local public access cable channel at least three times following the board meeting.

PAISD budgeted $11 per student in community services in 1996-97, about the same as the state average of $10 per student (**Exhibit 5-2**). PAISD's actual expenditures for community services in 1995-96 was $2.77 per pupil, considerably less than the average $21 per student spent by Texas' hundred largest districts or the state average of $18 per student.

Exhibit 5-2
Comparison of Actual Per Pupil Expenditures for Community Service in PAISD, Average for 100 Largest Districts, and State of Texas for 1995-96



Source: Bench Marks, Texas Association of School Boards.
**PAISD reports expenditures of $2.77 per pupil in 1995-96, however, they reported zero expenditures to TASB.*

Communications' budget for 1997-98 was $367,736 (**Exhibit 5-3**), of which 63 percent ($230,852) of the total budget was for printing operations. Expenses, including publications, totaled $136,884.

Exhibit 5-3
Office of Communications Budget
1997-98

Office of Communications	**Dollars Budgeted**	**Percent of Total Budget**
Director of Communications	$55,160	
Secretary	28,454	
FICA	6,725	
Publications Expense	20,700	
Supplies/Appreciation awards/Pins	7650	
CEI	499	
Workers' Comp	437	
Health Ins	5,209	
Travel Out-of-District	1,500	
Travel In-District	1,800	
Fees & Dues	300	
VOE	2,500	
Hospitality/Board/Fund	5,500	
Equipment repair	450	
Total	$136,884	37%
Printing Department		
Foreman	$45,934	
Printer	42,297	
Rental Xerox	15,000	
Clerical/Secretary	19,517	
General Supplies/Printing	55,000	
Other Equipment and repair	36,000	
FICA/Health ins/Workers' Comp	16,627	
Total	$230,852	63%
Grand Total	$367,736	100%

Source: PAISD Office of Communications, 1997-98.

FINDING

The Communications office secretary prepares numerous publications. This individual gathers the data in a timely manner, enters and edits the data, and is responsible for distributing the material, plus helps to raise funds from the private sector to support community involvement projects.

The secretary works independently on documents that are distributed not only within the district but to the entire community. The relationship between her and the director of Communications is collaborative; the title of secretary does not accurately describe her role. The present salary is consistent with the pay scale for similar positions and tenure with the district.

Recommendation 59:

Redefine the responsibilities and change the title from secretary to publications assistant.

This new title would better represent the individual's current responsibilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent changes the title of the secretary to publications assistant.	July 1998
2. The assistant superintendent for Administrative Services, in consultation with the superintendent, writes a job description for the publications assistant that adequately reflects performance related to the position's specific roles and responsibilities.	August 1998
3. The director of Communications delegates all publications duties to the publications assistant, who should develop and publish all newsletters, special projects, and press releases for the director's approval.	August 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

B. DISTRICT COMMUNICATION

CURRENT SITUATION

The Communications office's most important function is to provide information to individuals and organizations within the district and the Port Arthur community. **Exhibit 5-4** provides a list of district publications, a description of each publication, and its audience.

Exhibit 5-4
List of PAISD Publications

Publication	Description	Audience
Portholes	Weekly newsletter	all district personnel, School Board and the Economic Development Commission
The PAISD LOG	Monthly newsletter prepared after board meetings with information from the meeting	all district personnel, School Board and Economic Development Commission
Personnel Directory	Annual directory of all district personnel	all professional staff members and aides during the fall semester
School Calendar	Listing of all events for the coming year	every student home in the district and all employees
Annual Report	Annual summary of TAAS scores as well as information on activities and programs	every student home and the Port Arthur Chamber of Commerce membership
Educational Opportunities for Adults	Brochures designed to explain the adult basic education program in English, Spanish, and Vietnamese	community at large
Port Arthur's Elementary, Middle, and High Schools	Brochures designed to inform parents and students about the district's schools	community at large
Partner Power	Annual brochure explaining school/business partnerships	businesses
The Roundup	Weekly press release	media outlets listed on next page
Controlling the Crisis	Annual handbook of emergency procedures	district personnel
Keep an Open Mind	Annual brochure designed to promote trust in the district	community at large
101 Reasons We're Proud	Brochure designed to build pride in Port Arthur's schools	community at large
Port Arthur Schools and Business	Annual description of many of the partnerships between schools and the business community of Port Arthur	businesses

Source: PAISD Office of Communications and School/Community Relations, 1998.

The Roundup is mailed to the following media outlets:

- *Port Arthur News*
- *Beaumont Enterprise*
- *Noticias del Triangulo*
- *La Opinion/Triangle News*
- *Ebony Leader*
- *Mid-County Chronicle*
- *The Examiner*
- Channel 4 (Port Arthur)
- Channel 12 (Beaumont)
- Channel 6 (Beaumont)
- KALO – Port Arthur
- KZZB – Beaumont
- KAYD – Beaumont
- KQXY-KQHN – Beaumont
- KLVI-KYKR – Beaumont
- KTCX - Beaumont

The office also prepares and distributes numerous other brochures targeted for specific events or promoting pride in the district.

COMMENDATION

The Office of Communications and School/Community Relations provides an assortment of publications for the community, the media, parents, students, and district employees.

FINDING

As noted above, the district produces an annual report, as required by Texas Education Code, which is mailed to every student home and area businesses. Section 39.053(d) of the Texas Education Code says that a district may include financial, staff, and programmatic information in its annual report.

The primary purpose of an annual report is to provide the community with a clear description of the district's performance. The report should, for instance, not only include district TAAS scores but compare them with state averages. Some districts use the annual report to present and analyze problem areas and the district's plan for addressing those areas. The report could also describe the choices facing the district in terms of personnel, facilities maintenance, and student discipline. While the district's annual report does provide some important information about TAAS scores, it falls short in addressing significant issues facing the district.

Several key issues surfaced during TSPR's focus group discussions with the community that could be communicated better through the annual report. For example, the district needs to address the pros and cons for closing one of the high schools or for selling Woodrow Wilson Middle School to Lamar University-Port Arthur. The report also gives districts an opportunity to discuss their options under federal and state law for dealing with student misbehavior. It might also address when it will perform major maintenance on school property, such as providing covered walkways at Washington and other elementary schools. Finally, the report could address staffing issues such as the district's use of permanent substitutes and non-certified teachers.

Recommendation 60:

Use the annual report as an opportunity to present accountability information to parents and taxpayer and provide discussion on districtwide issues.

The annual report should assist the district in enhancing two-way communications with the community.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and the director of Communications, working with senior district staff, prepare the annual report, including articles on issues such as the use of non-certified teachers and physical improvement of facilities.	June 1998
2.	The director of Communications mails the annual report to the homes of all parents of children attending PAISD as well as other stakeholders.	June 1998 and Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

PAISD provides its community with only limited opportunities to express its views to the board and central office. The review team conducted seven focus-group sessions with parents, business leaders, and community groups. More than forty individuals attended these meetings. Most were very critical of the board. Many expressed a great deal of frustration in attempting to get answers from the board or district administrators. Some community members reported that their questions are met with silence or ignored.

Moreover, some members of the community described public speaking opportunities at board meetings as limited at best, and said that critical items such as the budget are inadequately discussed by board members at public meetings. Citizens wishing to speak must sign up in advance of regular board meetings. At the April 29, 1998 board meeting, board members voted to further reduce citizen's time to address the board from 10 minutes to 6 minutes. This left many people with the impression that the board does not care about their input or concerns.

One of the *Goals for 1997-98 Port Arthur Independent School District* is "to increase the awareness and involvement of parents, community, and businesses in the education of children in the Port Arthur Independent School District through two-way avenues of communication." One of the objectives of this goal is to "provide increased opportunities for the board and administration to learn the concerns and ideas of the community" among other things. Another objective encourages parents to attend school board meetings. However, the community perceives that PAISD is not carrying out this goal and objectives.

Many agencies use public forums to hear the community's concerns and provide informal answers when possible. The City of Austin, for example, has conducted forums in Southwest Austin and East Austin to hear from the community on transportation and crime issues, respectively. Both meetings were well-attended and yielded valuable input that was instrumental in the city's decision-making process. Austin Community College regularly conducts meetings with other bodies, including community-based organizations, whose interests directly relate to college programs.

Recommendation 61:

Implement a quarterly public forum to allow members of the community to speak on educational issues.

A quarterly public forum would allow the community to voice their concerns related to PAISD. They can be held separately from regular board meetings, in a town-meeting setting, on a rotating basis at different school sites. PAISD should develop a quarterly public forum to achieve its stated goals and objectives in *Goals for 1997-1998 Port Arthur Independent School District.*

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The board sponsors quarterly public forums.	Quarterly
2. The director of Communications develops a format for quarterly public forums.	August 1998
3. The director of Communications publicizes the quarterly public forum in the local press and media.	July 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

PAISD has been allocated an educational access channel by the local cable company that it uses to provide information on district meetings and events. The director of Communications is responsible for preparing the message boards that are posted on the channel. While the channel posts notices of meetings, it does not post the agenda for school board meetings. Agendas are posted, as required by law, at the district offices.

Recommendation 62:

Include an agenda for each monthly school board meeting on the cable access channel as soon as it is available.

This recommendation would increase public awareness of issues to be discussed at board meetings.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent advises the board of his intent to post board agendas on cable access channel.	July 1998
2. The director of Communications starts posting agendas as soon as they are received from the superintendent.	August 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The print shop, which operates as an internal service fund, does not fully recover its costs from various users within the district. The annual budget allocates a certain amount for printing expenses to each school and district office. When a department or a school needs printing, it makes its request through the district Purchasing Office. Purchasing forwards the job order to the print shop, which in turn performs the work and sends a statement to Purchasing that includes both the cost of materials and labor. Purchasing then charges the cost to the requesting facility's printing budget.

The district's Combining Balance Sheet for Internal Service Funds, dated August 31, 1997, indicates an operating loss of $55,060 for the year ending August 31, 1997. At the beginning of that same year, the print shop had a negative fund balance of $60,611. This loss indicates that the printing budgets are unrealistically low or that the costs associated with the print shop too high. Interviews with district personnel also indicated that a previous attempt to charge higher prices to recover all costs prompted several schools to seek services from outside vendors. Moreover, despite the subsidized prices, several district personnel indicated that they could obtain better prices and quicker service at private copy centers. In interviews with the review team, however, some district administrators said they support the print shop because it is dedicated to the district's needs.

Recommendation 63:

Evaluate the costs and benefits of retaining the print shop.

The Communications office should continue to operate the print shop under the current system through December 1998, but should take steps to cut costs. Steps to cut costs for the print shop could include reducing the number of printers to one rather than two, or selling some of the equipment. In January 1999, the director of Communications and the chief financial officer should evaluate the costs and benefits of operating the print shop. The district should not continue to subsidize the print shop beyond May 1999.

Should the district decide to contract for printing services, it should assign existing print shop personnel to other vacant positions within the district or help them find other employment opportunities. For example, PAISD might require the new printing contractor to employ them as a term of the contract.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The chief financial officer (CFO) performs a complete audit of all costs associated with the print shop. December 1998
2. The director of Communications surveys schools to identify the value of the print shop to its customers. January 1999
3. The CFO determines the cost of printing of school materials with the private sector. February 1999
4. The CFO compares its costs with the private sector to help determine whether it is losing money. April 1999
5. If the district cannot reduce the costs of the print shop, the CFO develops a plan for outsourcing printing services. May 1999

FISCAL IMPACT

Based on an average negative fund balance of $57,835, PAISD should determine its capacity to recover the costs of operating the print shop. If the district cannot recoup costs, then it should determine the cost/benefit of contracting out versus operating print services internally.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Evaluate costs and benefits of retaining the print shop	$0	$57,835	$57,835	$57,835	$57,835

C. COMMUNITY INVOLVEMENT

CURRENT SITUATION

The Communications office has primary responsibility for promoting partnerships between the greater Port Arthur community and PAISD schools. The new superintendent has worked closely with the office and is an active participant in this effort.

FINDING

Staff from PAISD's central office and the school campuses play an active role in community involvement by serving on the boards of major nonprofit civic organizations. For example, the superintendent and the director of Communications are members of the boards of United Way, Community in Schools (CIS), the Junior Achievement Council, the Chamber of Commerce, the North Port Arthur Rotary, and the American Heart Association.

Many businesses and civic organizations contribute services to PAISD schools. Several nonprofit organizations offer a variety of services to schools, including funding for at-risk students, health and social services, after-school care, athletics, and remedial tutoring. Among these groups is the M. L. King Support Group, which assisted with planning and fundraising for Peace Week. Another notable organization is the North Port Arthur Rotary Club, which provided $1,200 in mini-grants to teachers for classroom projects not funded through regular budget; two printers for Pease Elementary School; $1,000 for CIS; uniforms for DeQueen Elementary; and $3,600 in scholarships to PAISD seniors.

Businesses also participate in PAISD schools. The Communications office promotes Partner Power, a program to promote partnerships between schools and the Port Arthur business community; another program, called Koalaty Kids promotes reading skills among PAISD students, and has many business sponsors. Several examples of community activities in PAISD schools are listed in **Exhibit 5-5**. More than a hundred companies and organizations are active supporters of PAISD and its schools.

Exhibit 5-5
Summary of Community Activities in PAISD Schools, by Community Group and Type of Service

Business or Civic Group	Type of Service
Chevron Chemical Co.	Financial support to activities such as field day and spring carnival as well as prizes for reading/tutoring at Travis Elementary
Star Enterprise	Provides reading prizes throughout the year at Franklin Elementary
Alter's Gem Jewelry	Support for Wheatley parent involvement
East Texas Music Co.	$50 for materials for Edison band
Entergy	Homework Hotline
Family Dollar Store	Achievement incentives at Sam Houston Elementary

Source PAISD Office of Communications, businesses and civic groups listed, 1996-97.

COMMENDATION

Many businesses and civic groups in Port Arthur support PAISD through fund-raising and other activities.

FINDING

The Communications office has developed innovative programs to strengthen school morale and encourage the community to support the district, its students, and its teachers. Of particular interest is Peace Week, which promotes the peaceful resolution of conflicts within the student body. This program involves various activities and guest speakers, and students are asked to write essays and express themselves through art. It has been widely supported by the students as well as the community. This is of particular importance to PAISD because many parents and students complained to the review team that school violence is a critical concern. The review team met with five different parent-oriented focus groups, and more than half of the participants ranked inadequate discipline (student misbehavior) as a key issue facing PAISD. Some parents have removed children from the district simply because of excessive fighting among students. TSPR was told that, during Peace Week, many students make a conscious effort not to fight and to resolve conflicts in a nonviolent manner.

Despite its name, Peace Week has become a year-round activity. For instance, the district has monthly peace themes that teachers try to incorporate into the curriculum. Before each Peace Week, each elementary school prepares a bulletin board on which students post material with a nonviolent message. Each middle and high school develops a schoolwide project incorporating a peace theme. The projects are judged and the winning school receives a trophy that is moved each year to the winning school.

Peace Week involves the entire community. A public parade is followed by a rally with a well-known dignitary as a speaker. The Communications office also prepares an exhibit at a Port Arthur shopping mall in which all the winning essays and works of art are displayed. The exhibit includes a Wall of Peace for which the public may purchase paper doves on which messages are written. The messages usually remember someone touched by violence or honor a peacemaker. In addition, the area congressman and state legislators host events and prepare resolutions in their respective bodies proclaiming Peace Week.

COMMENDATION

The Office of Communications' Peace Week program promotes nonviolence within the student body.

FINDING

PAISD has not conducted any comprehensive community involvement planning. The district's community involvement activities are intended to increase the involvement of parents, businesses, and the community at large in PAISD's programs. However, PAISD has not developed a plan with specific action steps or program evaluations for its community involvement function. Community involvement efforts depend heavily on how much emphasis each school principal places on recruiting and nurturing such relationships with the community. Yet TSPR found that some principals do not know how to develop and apply strategies for recruiting the aid of businesses, civic groups, parents, and other community members.

At times, school fundraising efforts have actually been counterproductive because they appear duplicative or uncoordinated to community members. Port Arthur business leaders told TSPR that they receive so many requests for cash contributions from various PAISD schools that they find it difficult to adequately evaluate and prioritize the requests. Such requests for cash contributions originate not

200

only from school principals but from organizations within various schools. As a result, some very deserving requests may be ignored simply because some businesses fund the first request they receive.

Interviews with business and civic leaders indicated that the area's private sector is willing to play a bigger role within PAISD. Area businesses are in a unique position to advise the district because they are the major source of employment opportunities for many high school graduates as well as major taxpayers. Ironically, one of PAISD's objectives, as outlined in its *Goals for 1996-97 Port Arthur Independent School District*, is to support and develop new and continuing partnerships through the Partner Power program.

Parents and businesses interviewed by the review team reported a lack of support from the district in establishing collaborative relationships. These interviews indicated that some schools do an inadequate job of working with the business community to obtain additional resources that may not be adequately funded in the district budget. Such schools need the support of a well-organized central office that plans for districtwide needs and helps schools meet their individual needs. For example, a major employer told TSPR that the school with which it had previously worked failed to respond for several weeks as to what its needs were for the new semester. Finally, just before the holiday break, the employer committed the available funds to another community project. It was only after that event that the school finally responded with a list of critical needs.

The Communications office lacks a system to track community involvement activities within the district on an ongoing basis. The office does not regularly document the district's current community involvement activities or its needs for additional support. Such tracking is fundamental to identifying gaps and opportunities in the district's current program.

PAISD could benefit from programs such as Austin ISD's (AISD) Partners in Education (formally Austin's Adopt-A-School) Program, which has been successful in involving thousands of volunteers in activities from mentoring to building playgrounds. This program is anchored by staff both at the district and the Greater Austin Chamber of Commerce who work hand-in-hand to recruit volunteers and recognize and honor them. Each AISD principal invites local businesses to his or her campus to tour the campus and discuss ways in which the businesses can assist, both financially and with in-kind services. AISD's Partners in Education coordinator surveys every school to receive a complete report of their partnership activities, and assists schools that are having difficulties in forming partnerships. Once a year, the volunteers are recognized by the district. This spring, the volunteers also were recognized and thanked on a billboard on IH-35.

Another program that would promote ongoing partnerships with the district is a "silver card" program for citizens over 60 years of age, such as is used in Glen Rose ISD (GRISD). According to GRISD's Alternative Education Program and Silver Tiger Club director, "Glen Rose believes that every citizen of the community is a valuable part of the school district. For this reason, Glen Rose ISD [implemented] the Silver Tiger Club for persons in the community 60 years or older. All persons who apply get a Silver Complimentary Card making them eligible to attend all school functions, free of charge. All Silver Tiger Club card holders will receive a calendar of events presented each month."

Other events sponsored by GRISD are either offered for free or reduced rate, and many times transportation is provided for the seniors. Some of these events have included trips to the Texas Rangers baseball games, cultural events in Dallas, State Fair of Texas, and Christmas shopping at the

Hillsboro Outlet Mall. Silver Tigers (or any senior citizen) also are invited to read a book to elementary students during a planned reading month.

GRISD's alternative education students also participate in activities with the seniors. The Silver Tigers are invited to a Thanksgiving dinner at the alternative school to share a meal with the students. Each year, gifts such as T-shirts, caps, and key chains are given to each Silver Tiger. Next year's alternative education project is for a student to complete a community service project, assignment, or activity, in order to graduate. One of the choices is to adopt a Silver Tiger for a year.

Recommendation 64:

Develop a Community Involvement Plan in conjunction with existing business and civic partners to enhance community involvement at PAISD.

A comprehensive plan would guide the office of Communications to:

- provide goals, objectives, and strategies to increase the level of community involvement at PAISD;
- create a Business/Community Advisory Committee to serve as an advisory and advocacy voice or businesses interested in contributing services and resources to PAISD schools;
- identify, recruit, and train all potential business partners, civic organizations, parents and other citizens and give them contributing roles as school volunteers;
- maintain a list of all requests for support from business or civic groups;
- facilitate those requests from schools that are particularly suited to district priorities and critical needs;
- maintain a list of area businesses who have expressed an interest in certain types of projects or activities;
- establish performance measures to assess the impact of community involvement on student performance;
- implement successful volunteer programs such as Parents in Public Schools, Partners in Education, Volunteers for Public Schools, or a senior/silver card program with input and involvement from each school's Campus Site-Based Committee (CSBC);
- recognize volunteers at an annual event;
- prepare annual updates, identifying new potential partners and programs for the schools; and
- provide training to principals on developing strategies for recruiting and training volunteers.
- monitor and track volunteer hours and donor participation; calculate the monetary value of volunteer hours; and report the data to the board and superintendent.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Communications works with the Greater Port Arthur Chamber of Commerce, the City Council of PTAs, Triangle Interfaith, the Central Labor Council, faith communities, and other interested parties to establish a Business/Community Advisory Committee.	September 1998
2. The director of Communications in conjunction with the Business/Community Advisory Committee develops a community involvement plan.	September - December 1998
3. PAISD either builds upon the Partner Power Program to incorporate components of an adopt-a-school program, or identifies another volunteer program to implement.	December 1998
4. The Community Involvement Plan is presented to the board.	December 1998
5. The director of Communications and the superintendent implement the Community Involvement Plan at five pilot schools, with the support of these schools' CSBCs.	January 1999
6. The director of Communications and the superintendent and implement the Community Involvement Plan at all PAISD schools.	August 1999
7. Office of Communications monitors and tracks volunteer hours and donor participation and begins reporting data to the superintendent and board.	September-December 1998
8. The district continually assesses its volunteer efforts and builds upon its programs.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

In recent years, Texas Education Code has supported cooperation among its governmental subdivisions for the purpose of improving education. TSPR found few formal channels in Port Arthur to encourage related agencies to jointly address the social concerns of students and their families. Many social concerns such as the need for family counseling, after school care, and health services directly affect the quality of education.

The Port Arthur community does not meet regularly to discuss ways to improve and coordinate services and manage resources that address common goals for students and their families. PAISD administrators and staff report that it is difficult to ascertain which services are available and how these services can be used to help support school-based programs. Furthermore, school district personnel said that they are often unaware of community programs that may offer additional services for at-risk youth and their families.

Recommendation 65:

Create a youth advisory committee made of county and local officials involved with youth services to coordinate services for at-risk students.

The youth advisory committee should consist of representatives from all community agencies that provide services to PAISD youth and their families. The committee should provide advice and make recommendations to the board regarding community issues, and identify shared resources and work cooperatively to improve education and related services in the community.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The board president invites agency officials and other leaders in the community to volunteer for membership in PAISD's Youth Advisory Committee.	June 1998
2. The Youth Advisory Committee meets periodically to review community services and develop strategies for collaborative ventures with PAISD.	Beginning in July 1998 and Ongoing
3. The Youth Advisory Committee reports to the board at least quarterly.	Beginning in November 1998 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

D. PARENTAL INVOLVEMENT

Parental involvement is critical to student success and achievement. It is widely acknowledged that the children of involved parents do better in school than those whose parents do not participate in school activities.

CURRENT SITUATION

PAISD parents can participate as administrative advisors, providing input into the school's facility planning, curriculum development, instructional issues, funding allocations, policy making, and decisions affecting each school. Parental participation is a requirement on several school-based councils and committees.

Most parental involvement activities within the district are coordinated by the Title I program office. Title I is a federally-funded program that specifically mandates a parental involvement component. The Office of Communications supports its efforts by providing publicity for selected events.

FINDING

Parental booster organizations represent a unique resource for a school district. Such groups can help build school morale as well as raise funds to supplement school budgets. PAISD schools, however, provide little support to parental booster associations. The review team conducted a focus group with parents of children in band, choir, and athletic programs. These participants unanimously reported that they had to raise all funds for such basics as instruments and uniforms. The booster club members were not aware that they could petition the school board for support in the district budget.

PAISD has no liaison to its booster organizations. Parents reported no linkage with the schools other than a particular teacher in some but not all cases. They also said that booster activities were initiated by the parents themselves.

Recommendation 66:

Name a liaison to booster organizations.

The liaison should be a current member of the district. The role of the liaison should be determined by the district and the parents, but it could include forming a booster council that could meet on a quarterly basis with the superintendent, and at least once a year with the school board, to report on booster activities and provide parental input to the budget.

A liaison could work with the organizations to solicit their involvement in school events and to facilitate their activities. A liaison also should keep the groups informed about school budget priorities and the budgeting process. Finally, the liaison should keep the groups informed about what is needed to ensure that activity funds comply with district financial management rules.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent names a liaison to booster organizations.	August 1998
2.	The liaison communicates with all known booster groups and obtains a representative from each group to form a districtwide council.	September 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Almost 15 percent of PAISD's student population is Hispanic. Many of their parents are immigrants from Mexico or Central America. Quite often, the parents speak very little English. Unsurprisingly, their participation in their children's schools is limited. These parents told the review team that they would like to become more involved but did not feel comfortable in communicating with school personnel. Recently, several of these parents have begun to meet with the superintendent and have been pleased with the meetings. Nonetheless, the language barrier continues to be an obstacle.

Port Arthur also has a significant Vietnamese population, but in meetings with TSPR, Vietnamese parents reported that their children are doing well in school and are generally well-integrated in the educational mainstream.

Recommendation 67:

Appoint a Spanish-speaking liaison from the superintendent's office to communicate regularly with Spanish-speaking parents about their children's education.

Appointing a Spanish-speaking liaison to respond to the issues of the Hispanic population would be in step with the district's stated goal and objective "to develop and initiate a communications plan to improve interaction with the Vietnamese and Spanish-speaking families."

The liaison should be a counselor or teacher who could devote as much as four hours a month to meeting with parents and listening to their concerns and sharing those with appropriate administrators or providing information about their children's education.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent names a Spanish-speaking liaison.	September 1998
2.	The liaison begins meetings with Hispanic parents to discuss issues affecting their children's education and district policies.	September 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

PORT ARTHUR

FACILITIES AND ENERGY MANAGEMENT

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 6

FACILITIES AND ENERGY MANAGEMENT

This chapter reviews PAISD's facilities and energy management policies and procedures in five sections:

A. Facilities Maintenance and Planning
B. Facilities Design and Construction
C. Attendance Zones
D. Custodial Services
E. Energy Management

A comprehensive facilities management program should coordinate all the district's physical resources and effectively integrate facilities planning with other aspects of institutional planning, including instructional programs. The administrator for plant maintenance should participate in the district's design and construction activities. Similarly, construction management personnel should be knowledgeable of operations and maintenance activities.

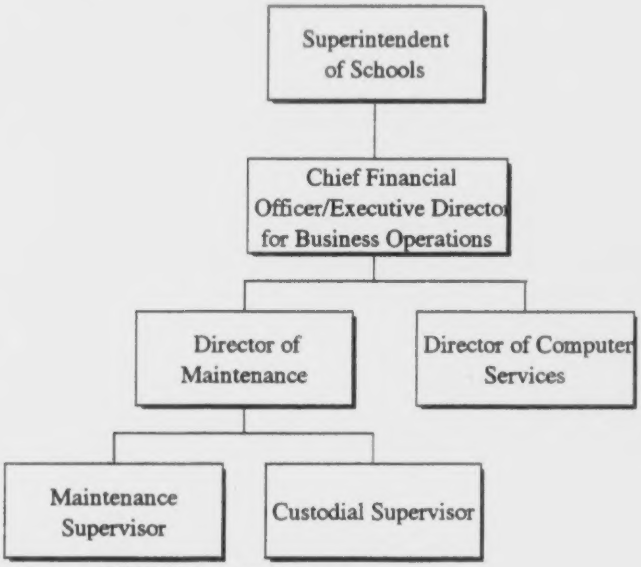
To be effective, facilities managers must be involved in strategic planning activities. The facilities and construction management departments must operate under clearly defined policies and procedures, and activities must be monitored to accommodate changes in the district's resources and needs.

BACKGROUND

PAISD operates 24 facilities including 10 elementary schools, two middle schools, one combined middle/high school, two high schools, one technical school, one main administrative building, one maintenance center, one transportation center, one shipping/receiving center, one sports stadium, and several support buildings.

The organizational structure for the facilities management functions is shown in **Exhibit 6-1.** The chief financial officer/executive director for Business Operations (CFO) is responsible for Maintenance Department operations. The director of Maintenance is primarily responsible for planning and maintaining all district facilities. The director of Computer Services is responsible for projecting the district's future enrollment as a tool for determining state funding, which is based on average daily attendance.

Exhibit 6-1
Organization of Facilities Management Function


Superintendent of Schools
Chief Financial Officer/Executive Directo for Business Operations
Director of Maintenance
Director of Computer Services
Maintenance Supervisor
Custodial Supervisor

Source: PAISD Maintenance Department.

A. FACILITIES MAINTENANCE AND PLANNING

Effective facilities management requires a sound facilities planning process including:

- an appropriate organizational structure to coordinate and control the planning process.
- reliable estimates of future enrollments.
- up-to-date listings of facility repair and renovation needs.
- up-to-date inventories of existing space by type of space.
- a well-documented program delivery plan for the district as a whole and for each school (i.e., school grade configurations, assignment of special programs to designated schools and estimates of program demands at each campus).
- facility use rate and guidelines for space requirements by type of facility.
- comparisons of future space needs with current inventories by type of space, to identify space shortages and overages.
- specific improvement plans for each campus.

Effective school facilities planning incorporates the following elements:

Facility Capacity: The capacity of each school facility should be established by setting standards that govern student/teacher ratios and the amount of square feet required per student in a classroom. These standards also should deal with the minimum size of core facilities (such as gyms, cafeterias, and libraries) so that schools do not overload these facilities or overuse portable classrooms.

Facility Inventory: An accurate facility inventory is an essential tool in managing the usage of school facilities. Each school inventory should identify the use and size of each room. This enables planners to accurately set the capacity of each school. Modifications to schools should be noted in the inventory so that it can be kept up to date.

Enrollment Projections: Effective planning requires accurate enrollment projections. These projections should be made for at least five years into the future. Accurate projections require planners to examine neighborhood demographics and track new construction activity in the district. Many school planners work in coordination with county and city planners to track growth patterns.

Attendance Zones: While the use of portable classrooms can temporarily alleviate overcrowding due to fluctuations in enrollment, they can become a deficit to the educational program if they are overused as a way to handle overloading of core facilities. Therefore, an effective enrollment management plan calls for adjustments in attendance zone whenever they prove necessary. While such adjustments often prove unpopular with parents and students, they are necessary if all students are to have appropriate access to school facilities.

Capital Improvement Master Plan: Effective planning requires the district to anticipate its future needs and balance these against resources. A Capital Master Plan charts future improvements to school facilities and identifies funding sources for them. The planning process, which should involve the community at large, should identify district goals and objectives and prioritize projects based on those goals and objectives.

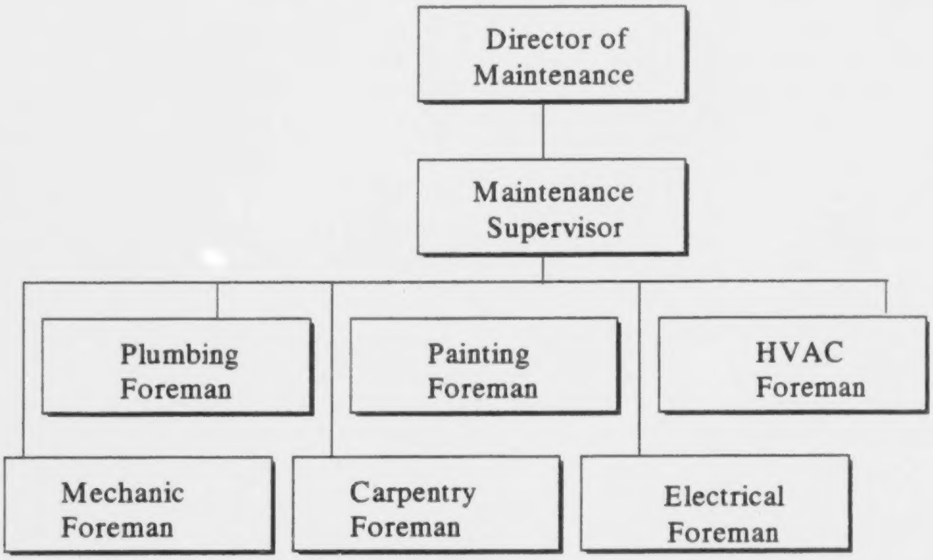
CURRENT SITUATION

Efficient and effective facility plant operations should:

- be staffed with the appropriate levels and mix of skilled tradesmen, helpers, supervisors, and support staff.
- be organizationally structured to operate effectively and efficiently.
- have adequate information to plan and manage daily operations.
- be responsive to work order requests from schools.

The maintenance of PAISD facilities is the responsibility of the Maintenance Department. **Exhibit 6-2** presents the department's organizational chart. Maintenance personnel are organized by major trades and are directly supervised by a trades foreman.

Exhibit 6-2
Organizational Structure of Maintenance Department
1997-98


Director of Maintenance
Maintenance Supervisor
Plumbing Foreman
Painting Foreman
HVAC Foreman
Mechanic Foreman
Carpentry Foreman
Electrical Foreman

Source: PAISD Maintenance Department.

FINDING

The Maintenance Department has a materials warehouse to store commonly used materials. The warehouse is well-organized, neat, and has appropriate security measures. Work order requests are called into the Maintenance Department directly from school personnel and assigned to the appropriate foreman by the Maintenance supervisor's secretary.

Although materials are not yet inventoried, new work order tracking software was installed in January 1998 that can track the use of materials by work order. The software will also produce sophisticated reports and track warehouse inventories, while allowing the department to establish a standardized priority system for work orders instead of having each foreman prioritize their own. In the future, school personnel will be able to directly enter work order requests into the software without calling the Maintenance Department. The new system's tracking capability will also help reduce loss and theft of materials.

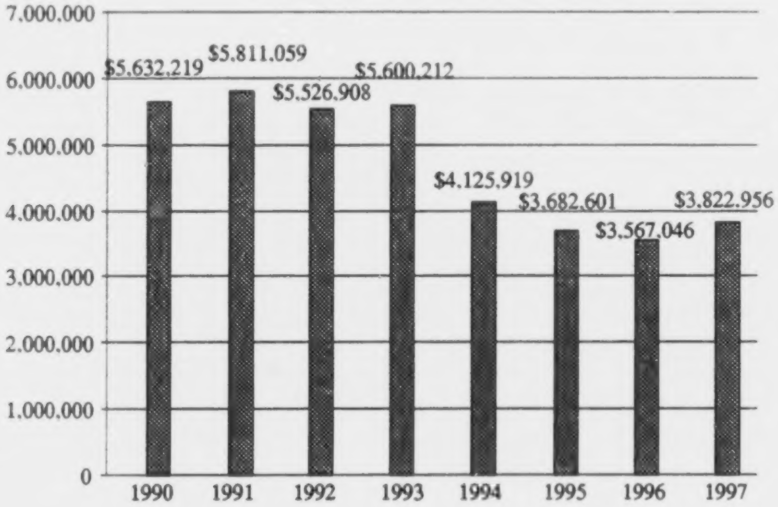
COMMENDATION

PAISD is implementing an automated work order tracking system.

FINDING

PAISD has reduced its overall Maintenance budget by more than 32 percent between 1990 and 1997 (**Exhibit 6-3**).

Exhibit 6-3
PAISD Maintenance Department Budget
1990 - 1997



Source: PAISD Maintenance Department

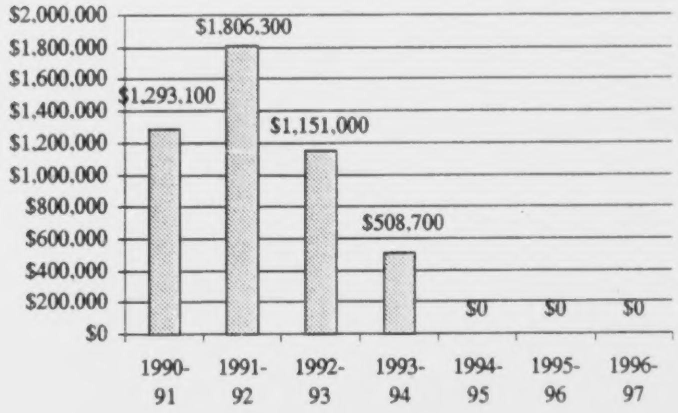
According to a recent national survey of school maintenance operations conducted by *American School and University* magazine, PAISD devotes a lower-than-average amount of its budget to facilities maintenance and operations. The survey showed that maintenance and operation expenditures average $3.55 per square foot and $518 per student nationally, while PAISD is only spending $2.75 per square foot and $434 per student. Maintenance and operation costs as a percent of total budget nationally are 9.6 percent, but only 8.4 percent in PAISD.

PAISD's board has not developed a long-range facilities master plan that sets priorities for capital improvement projects. These projects are major renovations beyond general maintenance and operations spending that enhance the value, function and safety of buildings, such as roof replacements. In the absence of such a plan, the board has not funded any capital improvements since the 1994-95 school year. The effects of underspending can be seen in many of PAISD's school facilities.

A leaking roof ruined a wood gym floor at Jefferson High School, while paint can be seen peeling off the walls in the Woodrow Wilson Middle School's gym. Heating, ventilation, and air conditioning (HVAC) systems are old and inefficient, and prove troublesome in Port Arthur's hot, humid climate, where mold and mildew are quick to grow if proper air temperatures are not maintained.

Exhibit 6-4 presents a history of PAISD's funding for capital improvements.

Exhibit 6-4
History of Funds Budgeted for
Capital Improvements
1990 – 1997



Source: PAISD Maintenance Department.

As shown in the above chart, PAISD has not budgeted funds for capital improvements since 1994-95. Instead, the Maintenance Department addresses only the most immediate and critical maintenance and repair projects on an *ad hoc* basis. Improvements to classrooms, for example, often are funded by grants received for new programs. Individual principals sometimes "lobby" the director of Maintenance for construction services. Such projects, again, are pursued without long-range planning or prioritization, and the funds and staff used to accomplish them generally come from the general Maintenance Department budget. Many maintenance needs are not being met.

The annual planning process consists only of discussions between the director of Maintenance and school principals. The needs identified during these discussions typically are immediate program or safety needs; the talks rarely address long-range planning issues. The list of maintenance needs generated by the director's talks is added to by Maintenance staff with knowledge of the condition of district buildings. After a review by the CFO, it's compiled into a five-year list of priority capital improvement and maintenance projects. The lack of planning has cost the district funds it would not otherwise have had to spend. An example is the leaking gym roof, which damaged a gym floor. By the time the roof was fixed, enough damage had occurred to the floor to necessitate its complete replacement.

The most recent list shows a four-year need of more than $12.9 million for capital improvement, maintenance, and roofing projects. But the list does not include long-term deferred maintenance projects that could prevent the need for expensive repairs caused by inattention and neglect, indicating that the actual need for capital improvements and maintenance far exceeds $12.9 million. Of the 105 projects listed in the plan, only 66 are being addressed (**Exhibit 6-5**).

Exhibit 6-5
PAISD Five-Year List of Capital Improvements and Maintenance Needs
1998 –2002

	1998-99		1999-00		2000-01		2001-02		
BUILDING	**Maintenance**	**Roofing**	**Maintenance**	**Roofing**	**Maintenance**	**Roofing**	**Maintenance**	**Roofing**	**Total**
Administration	$3,000	$39,500							**$42,500**
Athletic Complex	$10,000		$75,000		$10,000	$135,500			**$230,500**
Austin	$47,000	$129,500	$500,000	$38,500	$152,000	$23,400	$1,000,000	$35,640	**$1,926,040**
Auxiliary Athletic Field						$2,800			**$2,800**
DeQueen	$37,500	$72,500	$126,330	$84,700	$60,000	$4,250			**$385,280**
Diagnostic Center		$10,500		$28,050					**$38,550**
Dowling	$15,500	$500	$12,500		$6,500		$2,500		**$37,500**
Edison	$62,000	$213,000	$100,000	$30,900	$150,000	$40,380	$70,000		**$666,280**
Franklin	$275,000	$109,500	$254,000	$257,950	$93,000	$9,450	$10,000	$7,320	**$1,016,220**
Houston	$12,500	$86,875	$4,000	$149,150		$217,200		$136,620	**$606,345**
Jefferson	$30,000	$471,900	$62,000	$412,500	$43,000	$138,600		$2,000	**$1,160,000**
Lamar		$32,100		$70,400		$5,875		$3,100	**$111,475**
Lee	$255,000	$119,750	$159,000	$116,950	$22,000	$1,500	$115,000		**$789,200**
Lincoln	$113,000	$170,500	$70,000		$250,000		$1,525,000	$201,170	**$2,329,670**
Maintenance					$75,000		$49,000		**$124,000**
Pease	$34,000	$97,500	$70,000	$59,950	$61,500	$124,200	$220,000	$13,860	**$681,010**
Reading Clinic		$15,000							**$15,000**
Simms	$250,000					$26,400			**$276,400**
Stillwell			$11,000		$40,000	$241,000			**$292,000**
Travis	$8,000		$366,000	$321,750	$50,000	$109,050			**$854,800**
Tyrrell	$44,000	$140,000	$60,000	$33,000	$65,000	$7,800			**$349,800**
Washington	$3,000		$15,000	$73,800	$9,000		$45,000		**$145,800**
Wheatley	$1,500	$98,000	$4,000	$77,550	$70,000	$97,200		$49,500	**$397,750**
Wilson	$28,000	$127,800	$10,000	$67,100	$165,000		$100,000		**$497,900**
Total	**$1,229,000**	**$1,934,425**	**$1,898,830**	**$1,822,250**	**$1,322,000**	**$1,184,605**	**$3,136,500**	**$449,210**	**$12,976,820**

Source: PAISD Maintenance Department.

District officials have indicated that long-term facilities planning has been a low priority because of slightly declining enrollments over the past several years (**Exhibit 6-6**). This declining enrollment has essentially eliminated the need to plan for new schools; it has not, however, eliminated the need to plan effectively for the use and maintenance of existing facilities.

BEST COPY AVAILABLE

Exhibit 6-6
PAISD Annual Enrollments by School
1992 – 1998

School	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	% Change
High Schools							
Austin	677	685	706	722	671	690	1.92%
Jefferson	1.990	1.856	1.766	1.617	1,576	1,596	-19.80%
Lincoln	849	850	876	927	988	977	15.08%
Subtotal	**3,516**	**3,391**	**3,348**	**3,266**	**3,235**	**3,263**	**-7.20%**
Middle Schools							
Edison	1.285	1.338	1.293	1.163	1,177	1.101	-14.32%
Wilson	968	936	982	1.036	1,078	1.060	9.50%
Subtotal	**2,253**	**2,274**	**2,275**	**2,199**	**2,255**	**2,161**	**-4.08%**
Elementary Schools							
DeQueen	563	525	501	515	513	495	-12.08%
Dowling	357	339	340	310	303	291	-18.49%
Franklin	938	975	966	972	952	948	1.07%
Houston	702	703	733	733	730	755	7.55%
Lee	1.017	951	995	916	874	934	-8.16%
Pease	280	275	290	274	282	280	0.00%
Travis	720	708	728	752	757	745	3.47%
Tyrrell	759	745	716	687	674	684	-9.88%
Washington	682	676	618	617	586	556	-18.48%
Wheatley	256	159	342	351	342	350	36.72%
Subtotal	**6,274**	**6,056**	**6,229**	**6,127**	**6,013**	**6,038**	**-3.76%**
Alternative Schools							
Hughen	46	46	33	31	27	29	-36.96%
Lamar	41	80	72	107	113	86	109.76%
Subtotal	**87**	**126**	**105**	**138**	**140**	**115**	**32.18%**
Total	**12,130**	**11,847**	**11,957**	**11,730**	**11,643**	**11,577**	**-4.56%**

Source: PAISD Maintenance Department.

PAISD lacks a planning process that examines annual facilities usage and prioritizes long-range changes needed to operate facilities efficiently. Although enrollments are projected annually by the director of Computer Services, the projections are only for the following year. School districts that use projections for long-term planning more typically project enrollments for five years. While these projections are fairly accurate, they are used only for short-range student assignments and not for long-range facilities planning. **Exhibit 6-7** presents PAISD's enrollment projections and actual enrollments for each of the last five years.

Exhibit 6-7
Enrollment Projections Compared to Actual Average Daily Attendance Enrollments
1993-1998

Year	Estimated ADA	Actual October ADA	Percent Accuracy
1993-94	10,199	10,792	105.81%
1994-95	11,726	10,782	91.95%
1995-96	10,351	10,348	99.97%
1996-97	10,340	10,548	102.01%
1997-98	11,591	11,454	98.82%

Source: PAISD Computer Services Department.

Exhibit 6-8 analyzes the usage of each PAISD school. TSPR developed space guidelines to evaluate the capacity of each school in terms of gross square feet per student, based on a national survey of state educational facility planning guidelines. These guidelines closely adhere to the classroom size guidelines prepared by the Texas Education Agency.

Exhibit 6-8
Space Usage in PAISD Schools
1997-98

School	Permanent Sq. Ft.*	Portable Sq. Ft.*	Total Sq. Ft.*	Enrollment	Sq. Ft. Per Student	Guideline	Utilization (-) under/over enrollment capacity	Utilization (-) under/over sq. ft. capacity
High Schools								
Austin**	129,000		129,000	690	195	135-150	-237	-35,000
Jefferson	268,560	1,440	270,000	1,559	173	135-150	-323	-47,000
Lincoln	195,355		195,355	997	207	135-150	-418	-62,000
Subtotal	**592,915**	**1,440**	**594,355**	**3,164**	**188**	**135-150**	**-978**	**-144,000**
Middle Schools								
Edison	142,099	6,000	148,099	1,101	133	110-125	-148	-17,000
Wilson	105,797		105,797	1,000	102	110-125	+142	+16,000
Subtotal	**247,896**	**6,000**	**253,896**	**2,154**	**118**	**110-125**	**-7**	**-1,000**
Elementary Schools								
DeQueen	73,240	5,760	79,000	501	160	90-105	-315	-31,000
Dowling**	44,440	960	45,400	298	156	90-105	-175	-17,000
Franklin	100,240	5,760	106,000	951	112	90-105	-139	-14,000
Houston	63,680	4,320	68,000	755	90	90-105	+58	+6,000
Lee	96,400	21,600	118,000	934	126	90-105	-272	-27,000
Pease**	52,440	1,680	54,120	280	192	90-105	-273	-26,000
Travis	66,340	2,160	68,500	745	93	90-105	+32	+3,000
Tyrrell	78,360	8,640	87,000	684	127	90-105	-208	-20,000
Washington	76,780	11,520	88,300	556	162	90-105	-360	-36,000
Wheatley	32,840	2,160	35,000	350	101	90-105	-14	-1,000
Alternative Schools								
Lamar	11,072	2,928	14,000	86	157	90-105	-55	-5,000
Subtotal	**695,832**	**67,488**	**763,320**	**6,108**	**125**	**90-105**	**-1,721**	**-168,000**

Source: PAISD Computer Services and Maintenance Departments.
**Square feet.*
***Austin houses both middle school and high school students.*

The exhibit indicates that PAISD is not using its high schools and elementary schools to capacity. High schools are currently underused by a total of 144,000 square feet, and elementary schools are underused by a total of 168,000 square feet. The DeQueen, Dowling, Pease, Tyrrell, and Washington elementary schools are seriously underused. Pease and Dowling are located in the northwest corner of the district in close proximity to one another. This means that the district is maintaining and funding the operation of excess space equal to about three average-sized schools. This is an unnecessary expense that channels resources away from educational services and the maintenance of needed facilities.

PAISD's desegregation plan requires the district to consolidate high schools when its total high school enrollment, excluding students in magnet programs, reaches 2,800 or less. In 1997-98, this enrollment level was only 2,240. This puts the district in violation of the desegregation order, yet PAISD has made no plans to consolidate its high schools.

At present, the district has a unique window of opportunity to sell Woodrow Wilson Middle School to Lamar University, which would like to use the facility to provide additional classroom space for its Port Arthur campus. State law prohibits Lamar from paying more for a facility than its appraised value, which is approximately $2 million for Wilson. Lamar has set aside funds for the purchase, but these funds must be used by March 1999.

The sale of this facility would assist PAISD in reducing its unused space, which is costly to operate. The Woodrow Wilson facility, in particular, will need costly renovation within the next several years if it is to remain safe for student use. The present five-year capital improvement and maintenance list **(Exhibit 6-5)** shows almost $500,000 for maintenance and repair needs for Woodrow Wilson. Long-term maintenance and capital improvement needs, such as roofing, structural elements, asbestos removal, wiring for technology, and compliance with the federal Americans with Disabilities Act would be much higher.

If the district sells the facility, it will raise immediate revenue and realize long-term savings in operational and maintenance costs. Individuals involved in the preliminary discussions with Lamar indicate that middle school students from Wilson could occupy one of the existing high schools, thereby putting the high schools nearer to capacity.

PAISD currently houses its administrative functions in the district administration building and several annexes. The administration building is the one of the district's most expensive buildings to operate due to its high energy use for heating and cooling. Moreover, dividing administrative functions among different buildings can hamper communication among different departments and units. Studies have shown that casual communications—hallway or lobby conversations—often are the most critical to an organization. Separate facilities tend to reinforce isolation among different departments and make it more difficult to coordinate meetings and work sessions.

The Stilwell Technical Center currently houses PAISD's high school technical programs. However, the Education Service Delivery and Performance Measures chapter of this report recommends that more school-based Career and Technology Education classes be provided in the district's high schools and middle schools. If the technical programs were relocated, the Stilwell facility would be large enough to accommodate all of PAISD's administrative functions.

PAISD clearly has unmet capital improvement and maintenance needs. These needs are becoming critical and will only become more expensive to remedy the longer they remain unmet. More importantly, the longer these inadequacies persist, the greater the negative impact on the educational environment.

The cost to restore a building to a good condition only escalates over time. As buildings deteriorate, they become more costly to repair and often cause damage to other systems. An inadequately maintained fan motor, for instance, is more likely to fail prematurely, in turn requiring the premature replacement of the motor. As the motor becomes less efficient, air flows decrease and can cause mold and mildew to grow, leading to unsightly stains and indoor air pollution.

Poorly maintained facilities can become a safety hazard to the inhabitants. Poor hallway lighting and sticking exit doors can impede evacuation during an emergency. Additionally, buildings that are not properly heated, cooled, or lighted can inhibit student performance.

Recommendation 68:

Consolidate PAISD facilities by closing and selling excess schools and invest savings in capital improvements and maintenance projects.

The district should select three schools to be closed, based on attendance patterns, ethnic diversity, educational suitability, and operational costs. Preliminary analysis indicated that one should be a secondary school and two should be elementary campuses. A complete analysis would allow the district to decide which facilities have the greatest long-term value as educational facilities. PAISD should seek public opinion from the community at large through forums, surveys, or other appropriate methods.

PAISD should give serious consideration to selling Woodrow Wilson Middle School to Lamar University before the window of opportunity closes. The district could then convert Austin from a middle/high school to a middle school and reassign its high school students to Jefferson and Lincoln. Operating two high schools will put PAISD in compliance with the desegregation order. The closure of these schools would result in the elimination of three principals and three clerical positions.

The Stilwell facility is large enough to house all of the district's administrative functions and some of its technical programs. Food Services and Media Information Services, for example, could be moved out of the Simms facilities and housed in Stilwell. This would allow the district to close and/or sell the administration facilities and the Simms building to reduce its maintenance and operational costs. The facilities' staff, including teachers and administrators, would be reassigned to other facilities.

The fiscal impact of closing schools and administrative facilities would be a positive one for the district. PAISD should invest these savings in the maintenance of its remaining facilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The board appoints a facilities committee to oversee the process of closing schools and facilities. The committee should be made up of board members, staff (including the director of Maintenance), school administrators, and citizens.	July 1998
2. The committee studies the use of existing facilities and holds public meetings, conducts surveys, and uses other appropriate methods to receive input from all stakeholders.	July - October 1998
3. The committee makes recommendations to the board for the closure of three schools and administrative facilities.	October 1998
4. The board approves the committee's recommendation after seeking and receiving permission from the Department of Justice.	January 1999
5. The board announces closings for the 1999-2000 school year.	March 1999

FISCAL IMPACT

Although it is recommended that the district close and sell three schools plus administrative facilities, it is conservatively estimated that only one of these facilities could be sold due to the uncertain economic climate and the limited uses to which these facilities could be put. Given the availability of a buyer for Woodrow Wilson, it is estimated that PAISD could sell one facility for $2 million, and realize additional maintenance and operation savings of $2.75 per square foot annually, based on the district's maintenance and utility budget of $5.0 million divided by its total facility space of 1.8 million square feet. Maintenance and operations savings from closing this facility is estimated at $291,000 annually (105,797 square feet x $2.75).

The closing of two additional schools would generate additional maintenance and operation savings, but their sale price is not included in the savings estimate below. The district would realize an annual savings of about $412,500 by closing two schools based on the average maintenance and operation cost of $2.75 per square foot and the average school size of about 75,000 square feet (2 x 75,000 x $2.75). The total maintenance and operation savings from closing three schools is $703,500 annually, beginning in 1999-2000.

The district also would realize a savings in operating and maintenance expenses by closing its administrative facilities. The total area of these facilities is about 90,400 square feet. The savings would amount to about $248,500 annually (90,400 x $2.75).

The district should budget approximately $10 per square foot for planning, renovation, and moving expenses associated with shifting its administrative offices to the 77,260 square-foot Stilwell facility. This would amount to about $772,600 (77,260 x $10).

The district would save an average of $149,700 in salary for the three eliminated principal positions ($49,900 x 3) and $58,500 for the three secretary/clerical positions ($19,500 x 3). The total savings, including 18 percent benefits, is $245,700 per year beginning in 1999-2000.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
One-time savings from selling one school.		$2,000,000			
Maintenance savings from closing three schools.	$0	$703,500	$703,500	$703,500	$703,500
Eliminate three principal positions and three secretary/clerk positions	$0	$245,700	$245,700	$245,700	$245,700
One-time renovation cost for Stillwell.		($772,600)			
Close administrative facilities.	$0	$248,500	$248,500	$248,500	$248,500
Total	**$0**	**$2,425,100**	**$1,197,700**	**$1,197,700**	**$1,197,700**

FINDING

PAISD does not have a specific department or staff member who is responsible for coordinating a comprehensive facility planning effort. This is due at least in part to the fact that PAISD has experienced declining enrollment for several years and has not had to plan for any new facilities. Renovation or remodeling projects that are needed to meet educational program requirements are initiated by program staff and planned by the Maintenance Department.

The lack of central coordination for remodeling and renovation projects creates a situation in which "the squeaky wheel gets the grease" and no one is looking at the big picture for the district. The district has very limited resources and it is imperative that someone coordinate and prioritize the use of those resources, so that all construction projects meet the goals and objectives of the district as defined by the board.

PAISD does not have an accurate facilities inventory and does not adjust its attendance boundaries or zones to meet changing enrollment patterns. Portable classrooms are simply added to or moved from a school site to accommodate yearly enrollment fluctuations. PAISD has begun the process of selecting a consulting and/or architectural firm to complete a facilities master plan.

Recommendation 69:

Develop a long-range facilities master plan and assign the responsibility for comprehensive facilities planning to the director of Maintenance.

The planning process should address future needs for buildings, an energy management plan, roofing replacements, preventive maintenance programs, and technological upgrades. The firm selected by the board should develop a demographic analysis, a work plan and a budget. The final five-year facilities master plan should include:

- an accurate facilities inventory
- planning and space standards guidelines
- accurate enrollment projections
- frequent evaluations of the attendance zones
- public involvement in the planning process
- a comprehensive capital improvements plan

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent, in conjunction with the board and the facilities committee, selects a contractor to conduct a facilities assessment and a recommended work plan and budget. June 98

2. The board in conjunction with the CFO and the director of Maintenance appoints a task force to direct the work of the consultant and to develop a long-range facilities master plan. July 1998

3. The facilities committee conducts surveys, public meetings and other appropriate methods to receive input from all stakeholders on the needs for facilities improvements.	September 1998
4. The board approves the plan.	January 1998
5. The director of Maintenance develops annual updates for board approval.	Ongoing

FISCAL IMPACT

The estimated cost for consultant services is $50,000 based on the experiences of other school districts.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Develop a long-range facilities master plan	($50,000)	$0	$0	$0	$0

FINDING

As described earlier, PAISD has at least $12.9 million in capital improvements and maintenance needs plus additional needs for deferred maintenance projects that have not been planned for or funded. Although the district is currently looking to have an architect prepare a facilities master plan, the board has no plan to fund these projects, either by incremental budgeting or through a bond issue.

It is clear that continuing to defer funding for these repairs and improvements will only result in higher eventual costs. The negative fiscal effect of deferred maintenance is well documented. In addition, the failure to maintain school facilities appropriately can affect the academic performance of students, and perhaps compromise the safety of all building users. These deteriorating conditions also lay the groundwork for potential lawsuits against the district.

As already noted, PAISD's lack of a long-range facilities planning has led to the underuse and poor maintenance of the district's school facilities. This condition wastes valuable public resources and contributes to a poor educational environment for the community's children.

Recommendation 70:

Develop an operational and fiscal plan to address all facility maintenance and capital improvement needs.

PAISD should develop a long-term plan to deal with its pressing facility needs. The facilities committee, including board members, school district staff, and community leaders, should develop strategies to fund needed facility repairs and improvements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The facilities committee prioritizes needs identified in the five-year facilities master plan and develops strategies for funding these projects.	October 1998 - January 1999
2. The director of Maintenance implements the five-year plan to minimize the amount of deferred maintenance on district facilities and accomplish needed capital improvements.	February 1999

FISCAL IMPACT

This recommendation could be accomplished with the district's existing resources.

FINDING

The Maintenance Department warehouses common materials used in carrying out repairs to the facilities. The warehouse is kept in a neat, orderly manner and security is generally appropriate. The warehouse inventory is unknown, however, because the department does not keep a record of these materials. The new work order tracking software can track inventories but there is not enough staff time available to input the existing inventory into a database.

Tracking the amount of materials used in maintenance activities is critical to effective management. Without such tracking, it is impossible to know whether the staff is using materials efficiently or if materials are being lost or stolen, or what materials are in the warehouse at any given time.

Recommendation 71:

Hire a temporary employee to inventory the maintenance warehouse and enter into automated software system.

This would ensure that the new software is put into full use as quickly as possible.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Maintenance hires a temporary employee to inventory the stock in the maintenance warehouse.	July 1998
2. The temporary employee inventories the materials in the warehouse and the maintenance supervisor's secretary enters the data into the work order system.	July 1998 - September 1998

FISCAL IMPACT

TSPR estimates that a temporary employee could inventory the materials in the maintenance warehouse in about three months. If the temporary employee is paid an hourly wage of $15, the cost to the district would be $7,200. (12 weeks x 40 hrs. x $15)

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Hire a temporary employee to inventory warehouse.	($7,200)	$0	$0	$0	$0

FINDING

The Maintenance Department has six foremen, one for each major trade. Due to staff cutbacks, the painting and mechanic foremen supervise only four employees each. This one-to-four ratio is inefficient. At the same time, each of the trades is specialized enough to require an experienced supervisor who warrants the salary of a foreman. Foremen with crews of five or less typically are considered "working foremen" and are responsible for completing a certain number of work orders themselves.

Recommendation 72:

Assign additional duties to foremen with crews of less than six.

The director of Maintenance should ensure that foreman with five or fewer crew members are assigned a reasonable number of work orders in addition to their supervisory duties.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Maintenance assigns responsibility for completing a minimum number of work orders to foremen who are responsible for less than six personnel.	July 1998

FISCAL IMPACT

This recommendation can be accomplished within existing district resources.

B. FACILITIES DESIGN AND CONSTRUCTION

To use school space efficiently, district officials must:

- plan both the number of classes and the enrollment in each class to fully use each classroom and teaching laboratory;
- alter facilities that are no longer useful, such as classrooms that are too large or too small or laboratories that support courses with declining enrollments; and
- remove portable buildings that are no longer needed.

CURRENT SITUATION

PAISD's facilities design and construction function is the responsibility of the Maintenance Department. As noted earlier, most projects now undertaken by the district are remodeling projects to accommodate new programs or equipment. The maintenance foremen oversee the work and are responsible for designing and coordinating the projects.

FINDING

PAISD's Maintenance employees supervise remodeling projects. This conflicts with their maintenance duties and prevents them from completing routine maintenance and emergency repair activities. The district believes that the use of Maintenance staff to supervise and build projects saves money. This contention is based on comparisons with the cost of private contractors; however, the district's labor costs are not included in this comparison, since the district reasons that it would be paying its staff anyway. This practice increases the backlog of capital improvement projects. For in-house staff to accomplish all that needs to be done would require the district to hire additional staff, therefore the cost of in-house labor should be considered.

The current backlog of capital improvement and maintenance projects ranges from replacing doors and hardware to resurfacing paved areas around the schools. TSPR's field visits to the schools revealed that many schools are in need of painting, but staff have not been able to get to these routine maintenance activities.

Recommendation 73:

Hire private contractors for capital improvement and renovation projects plus routine maintenance and repair work when a cost benefit analysis shows it to be prudent.

The director of Maintenance should plan and coordinate all construction projects for the district using private contractors for renovation or remodeling projects valued at over $5,000 and for any other routine projects, such as painting, that cannot be accomplished by existing staff in a cost-efficient manner.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The board establishes policy that all construction over the value of $5,000 or which cannot be accomplished in a cost-effective manner with existing staff be contracted out to private contractors. July 1998
2. The director of Maintenance ensures that capital improvement, and deferred maintenance projects called for in the five-year facilities master plan, plus routine and emergency maintenance projects are appropriately completed and contracted out where appropriate. July 1998

FISCAL IMPACT

Actual savings are dependent on the number of amount of contracts, therefore no estimate is shown.

C. ATTENDANCE ZONES

CURRENT SITUATION

PAISD does not have a planner in charge of overseeing attendance zones and adjusting them to balance enrollments at specific schools when enrollments fluctuate. Instead, the district uses portable classrooms to adapt its schools to shifts in enrollment.

FINDING

PAISD has not adjusted its attendance zones to balance the number of students attending its schools in many years. This has led to a situation in which some schools are underused while others are overcrowded (**Exhibit 6-8**). Instead of adjusting attendance zones, the district uses portable classrooms to compensate for higher enrollments. One school, Lee Elementary, has 22 portables or 42 percent of its classrooms in portables.

PAISD is under a federal desegregation order and must have federal approval before adjusting its attendance zones. According to district officials, attendance zones have not been adjusted because the need for Department of Justice approval makes such adjustments overly complicated. However, the desegregation order does not prohibit adjustments to attendance zone boundaries, it just makes the process more cumbersome.

PAISD's students in many attendance zones can apply for transfer to the school of their choice. Transfer requests are monitored to maintain the majority-minority ratios required by the desegregation order; the existing attendance zones are not barriers for students attending schools in other neighborhoods or schools across the district.

Recommendation 74:

Adjust attendance zones to balance enrollments and improve the use of all school facilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The facilities committee appointed by the board to study school closings also is assigned to study the adjustment of attendance zones.	July 1998
2. The committee studies the attendance zone enrollments and enrollment projections and makes recommendations to the board.	October 1998
3. The board reviews the recommendations and holds public meetings to receive input from all interested stakeholders.	October 1998 - January 1999
4. Board approved attendance zone changes are sent to the Justice Department for review and approval.	January 1999
5. The board finalizes the attendance zones and announces the reconfiguration for the 1999-2000 school year.	March 1999

FISCAL IMPACT

This recommendation can be accomplished with the district's existing resources.

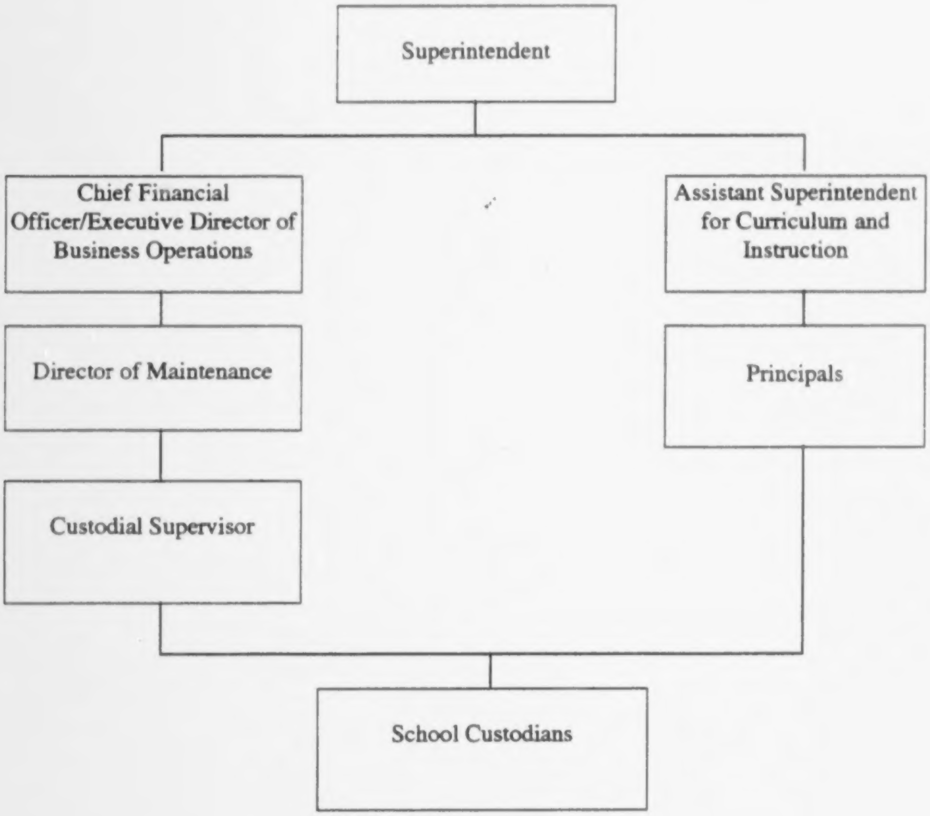
D. CUSTODIAL SERVICES

Custodial services are essential to keep schools clean, safe, and well-maintained, and to monitor and report facility repair needs to appropriate district personnel.

CURRENT SITUATION

PAISD has split responsibility for custodial services at its school facilities between the school principals and the custodial supervisor. **Exhibit 6-9** shows an organizational chart for this scheme. The custodial supervisor is responsible for training custodians, overseeing the quality of their work, and ordering cleaning supplies. School administrators are responsible for the day-to-day supervision of custodians.

Exhibit 6-9
Organizational Chart for Custodial Services
1997-98


Superintendent
Chief Financial Officer/Executive Director of Business Operations
Assistant Superintendent for Curriculum and Instruction
Director of Maintenance
Principals
Custodial Supervisor
School Custodians

Source: PAISD Maintenance Department.

FINDING

PAISD recently adjusted its custodial allocation formula so that each custodian is responsible for about 19,000 square feet. This adjustment falls within best-practices levels found in previous TSPR reviews, which indicate that efficient custodial staffing patterns are one custodian per 18,000 to 20,000 gross square feet of space. **Exhibit 6-10** illustrates the distribution of custodians throughout PAISD schools. This reallocation left five full-time-equivalent (FTE) custodial workers unassigned; they are being used as substitute custodians. The district is eliminating these positions through attrition.

Exhibit 6-10
Allocation of Custodians
1997-98

School	Permanent Sq. Ft.	Portable Sq. Ft.	Total Sq. Ft.	Number of FTE Custodians	Sq. Ft. Per Custodian
High Schools					
Austin	129,000		129,000	7	18,429
Jefferson	268,560	1,440	270,000	13	20,769
Lincoln	195,355		195,355	9	21,706
Subtotal	**592,915**	**1,440**	**594,355**	**29**	**20,495**
Middle Schools					
Edison	142,099	6,000	148,099	7	21,157
Wilson	105,797		105,797	5	21,159
Subtotal	**247,896**	**6,000**	**253,896**	**12**	**21,158**
Elementary Schools					
DeQueen	73,240	5,760	79,000	4	19,750
Dowling	44,440	960	45,400	3	15,133
Franklin	100,240	5,760	106,000	5	21,200
Houston	63,680	4,320	68,000	4	17,000
Lamar	11,072	2,928	14,000	1	14,000
Lee	96,400	21,600	118,000	6	19,667
Pease	52,440	1,680	54,120	3	18,040
Travis	66,340	2,160	68,500	4	17,125
Tyrell	78,360	8,640	87,000	4	21,750
Washington	76,780	11,520	88,300	5	17,660
Wheatley	32,840	2,160	35,000	2	17,500
Subtotal	**695,832**	**67,488**	**763,320**	**41**	**18,618**

Source: PAISD Maintenance Department.

COMMENDATION

PAISD is using a custodial allocation formula that meets a "best-practice" industry standard.

BEST COPY AVAILABLE

FINDING

PAISD does not have a formal, standardized training program for its custodial employees. New employees are shown a basic video on general cleaning procedures. The supervisor of custodians provides on-the-job training on an periodic basis. It is unrealistic to expect each employee to adequately maintain 19,000 square feet without training in efficient cleaning techniques.

Other school districts have been able to provide an effective program with approximately 24 hours of training per year including the following subjects:

- orientation
- self-management
- time management
- custodial standards
- custodial inspections
- security and safety management
- cleaning techniques
- cleaning chemicals
- pest control
- asbestos management
- energy conservation
- human relations – internal and external
- preventative maintenance

Recommendation 75:

Provide a standardized training program for all custodial employees.

The director of Maintenance should establish appropriate training classes on a rotating basis so that cleaning schedules are not disrupted.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Maintenance establishes training courses and a training schedule for all custodians on a rotating schedule. The training is conducted during working hours.	March 1999 Ongoing

FISCAL IMPACT

Training is estimated to take 24 hours annually. If the training requires substitute custodians for the 41 full-time custodians, the cost of annual training is estimated at $144 per custodian for a total of $8,900 annually. (24 hrs. x $9 per hour x 41 custodians).

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Provide a standardized training program for all custodial employees.	$0	($8,900)	($8,900)	($8,900)	($8,900)

FINDING

The Purchasing and Warehousing chapter of this report recommends that the district's receiving function be decentralized and that receiving responsibilities be transferred to each school and department. Once implemented, this recommendation eliminates the time and effort spent by staff in preparing requests for supplies and transfers some of the custodial supervisor's current duties to the Warehouse receiving supervisor.

The custodial supervisor is responsible for training and supervising the custodians. However, the director of Maintenance can set up a training program, while principals assume oversight and evaluation responsibilities for custodians. This lack of responsibilities indicates that the custodial supervisor position could be eliminated.

Recommendation 76:

Eliminate the position of custodial supervisor.

The director of Maintenance should be responsible for operating the training program and establishing performance standards for custodians. The performance standards could be used by school administrators to evaluate their custodial staff in a fair and professional manner. The custodial supervisor position should be reassigned or eliminated through attrition.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent approves the reassignment of training responsibilities to the Maintenance supervisor.	July 1999
2. The director of Maintenance rewrites the job description for the Maintenance supervisor to include the duties of training custodians.	July 1999

FISCAL IMPACT

The district would realize an annual savings of approximately $43,400 in wages and benefits from the elimination of the custodial supervisor position.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Eliminate the position of custodial supervisor.	$0	$43,400	$43,400	$43,400	$43,400

E. ENERGY MANAGEMENT

FINDING

PAISD has no board-approved energy management policy. Eight school facilities currently use a computer-controlled time clock that turns the HVAC system on and off. This system essentially works as a time clock and does not regulate the temperature of individual spaces. The HVAC foreman responsible for overseeing the computer-controlled system spends much of his time responding to problems with this system. No district manager is responsible and accountable for managing electrical and water costs.

Beyond the rather primitive automated system used in eight of its schools, PAISD has no energy management system and no energy management policy. Electric and water bills are not monitored to identify possible overcharges and abnormal use patterns. The district has no incentive programs to encourage its staff to reduce electricity and water consumption. PAISD's energy costs have increased to levels requiring close monitoring and management.

PAISD requested assistance from the State Energy Conservation Office (SECO) to conduct a facility assessment to determine what steps might be taken to reduce the district's energy costs. Energy conservation measures in the form of staff training, monitoring of energy usage, installation of efficient energy consumption equipment, and other methods, are critical to controlling these costs. A study was performed by Energy Systems Associates, Inc. under contract with SECO in December 1997. The study found that the district was using more energy than the average use in other schools in the region **(Exhibit 6-11)**.

Exhibit 6-11
PAISD Energy Use Summary
1996-97

Facility	Building Area	$/SF/YR	Regional Average $/SF/YR	Amount Above (+) or Below (-) Regional Average
Elementary Schools				
DeQueen	79,000	$ 0.69	$ 0.53	$ +0.13
Dowling	45,400	0.83	0.53	+0.30
Franklin	106,000	0.90	0.53	+0.37
Houston	68,000	0.78	0.53	+0.25
Lee	118,000	0.72	0.53	+0.19
Pease	54,120	0.74	0.53	+0.21
Travis	68,500	0.81	0.53	+0.28
Tyrrell	87,000	0.56	0.53	+0.03
Washington	88,300	0.73	0.53	+0.20
Average	**714,320**	**0.75**	**0.53**	**+0.22**
Middle Schools				
Edison	148,099	0.60	0.79	-0.19
Wilson	105,797	1.40	0.79	+0.61
Average	**253,896**	**1.00**	**0.79**	**+0.21**
High Schools				
Austin	129,000	0.79	0.83	-0.04
Jefferson	270,000	0.84	0.83	+0.01
Lincoln	195,355	0.75	0.83	-0.08
Average	**594,355**	**0.80**	**0.83**	**-0.03**

Source: Energy Systems Associates, Inc.

As shown in the above chart, energy consumption in PAISD's high schools are below regional averages, but energy use in the middle schools and elementary schools is well above regional averages. This excessive energy use is not surprising since its facilities and their HVAC systems are relatively old, and in view of the fact that the district has no energy management policy.

The report prepared by Energy Systems Associates, Inc. recommended some specific lighting retrofits and building management systems that could save up to $310,000 per year in energy use after completing projects costing $1.4 million. As part of the energy audit, SECO's Loans to Save Taxes and Resources (LoanStar) Program offered PAISD a low-interest loan of up to $300,000 (at a current rate of 4.04 percent) to finance conservation retrofitting projects of this type. The program allows loan repayment to be timed with the realization of energy savings from the projects.

An additional option available to Texas school districts is performance contracting, which allows them to use savings generated by the installation of more energy-efficient heating and air

BEST COPY AVAILABLE

conditioning units, along with other energy saving measures, to repay a low-interest loan used for their purchase and installation. The advantage of performance contracting is that savings are guaranteed by the contractor for loans up to ten years, eliminating the need for districts to incur any up-front costs.

Recommendation 77:

Contract with an energy management firm to establish a sound district energy management policy and program, including installation of efficiency heating and air conditioning units and other energy-saving measures.

PAISD should establish an energy management program through a performance contractor. The district has laid the groundwork by having energy audits performed, but the scope of the program should be reassessed in the context of the five-year facilities master plan.

The district should complete those projects that provide the biggest reductions in energy consumption so that overall energy consumption drops to at least the regional average. The district should seek a LoanStar loan from SECO, along with loans through the performance contractor or other financial institution that are secured by the guaranteed savings from the energy improvements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The board directs the superintendent to enter into a performance contract with an appropriate energy consultant to develop an energy management program consistent with the district's five-year master plan.	December 1998
2. The consultant performs an audit/study and begins projects to reduce overall district energy consumption.	January 1999

FISCAL IMPACT

Based on the findings of the report prepared by Energy Systems Associates, Inc., an initial investment of $1,426,000 would produce annual savings of $310,000. An eight-year loan for this amount from SECO, the performance contractor, and/or other financial institutions would require a pay-back of approximately $190,000 per year, for a net savings of $120,000 per year, beginning in 1999-2000.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Contract with an energy management firm.	$0	$120,000	$120,000	$120,000	$120,000

PORT ARTHUR

ASSET AND RISK MANAGEMENT

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 7

ASSET AND RISK MANAGEMENT

This chapter addresses PAISD's asset and risk management function in seven sections:

- A. Workers' Compensation
- B. Property and Casualty Insurance
- C. Health Insurance
- D. Cash and Investments
- E. Fixed Assets
- F. Auditing
- G. Fund Balance

BACKGROUND

Asset management involves the management of the district's cash resources and physical assets in a cost-effective and efficient manner. Risk management includes the identification, analysis, and reduction of risk through insurance and safety programs to protect the district's assets and employees.

PAISD's asset management function is operated and managed through the Business Office. Responsibility for the risk management function is divided according to type of insurance: the Human Resources Department is responsible for workers' compensation and health insurance and the Business Office is responsible for property and casualty insurance. In addition, the Human Resources Department is responsible for the district's safety program.

A. WORKERS' COMPENSATION

CURRENT SITUATION

Workers' compensation is intended to protect district employees in case of work-related accidents and injuries. PAISD self-funds its workers' compensation program—that is, the district absorbs the risk of workers' compensation up to a certain limit; any losses over the limit are covered by an excess insurance policy for individual claims above $275,000 and aggregated annual claims above $2 million.

The district's workers' compensation program is overseen by the director of Human Resources, who is also responsible for the district's safety program, which is designed "to prevent accidents and reduce the frequency and severity of injuries." A third-party administrator processes workers' compensation claims under a three-year agreement that ends August 31, 1999. The third-party administrator provides claims administration, consulting, claims adjustments, and risk data management services.

FINDING

F.A. Richard and Associates, PAISD's third-party administrator for workers' compensation claims, provides monthly reports of claim activity to the director of Human Resources. These monthly reports provide details on accidents by type, claimant age, occupational code, part of body affected, injury type, and the cost of the claim.

The director reviews the monthly reports and circulates a summary of the data to PAISD schools. The Business Office uses the monthly reports to record paid claims to the general ledger. The Human Resources director, however, does not review detailed costs for individual claims to ensure that paid claims are accurate. As a result of this lack of verification, PAISD is at risk of overpaying claims.

PAISD's average cost per workers' compensation claim fell by about 20 percent between 1994-95 and 1996-97 (**Exhibit 7-1**).

Exhibit 7-1
Workers' Compensation Claim History for PAISD
1994-95 through 1996-97 School Years

Fiscal Year	Cost of Claims	Number of Claims	Cost Per Claim
1994-95	$ 361,438	96	$ 3,765
1995-96	$ 447,050	139	$ 3,216
1996-97	$ 302,306	100	$ 3,023
Average	**$ 370,265**	**112**	**$ 3,305**

Source: F.A. Richard & Associates Claim Reports for fiscal 1994, 1995, 1996 and 1997.

Over the past three fiscal years, the district has averaged 112 workers' compensation claims per year, higher than the average of 78 experienced by four comparable peer districts (**Exhibit 7-2**). The district's average cost per claim of $3,305 also is substantially higher than the $2,330 average cost per claim of PAISD's peer districts.

Exhibit 7-2
Comparative Average Workers' Compensation Claim Data
Fiscal 1994 through 1997

District	Average Cost of Claims	Average Number of Claims	Average Cost Per Claim
Wichita Falls ISD	$169,535	67	$2,530
Galveston ISD	175,086	59	2,968
Channel View ISD	72,068	45	1,601
Waco ISD	310,197	142	2,184
Average	**$181,722**	**78**	**$2,330**

Source: TASB and peer district interviews.

Improved monitoring and control of workers' compensation procedures and practices could result in a further reduction of PAISD's costs.

PAISD does not have a single department to manage its self-funded workers' compensation and health insurance programs, property and casualty insurance programs, and safety program. As already noted, risk management responsibilities are divided between the director of Human Resources and the Business Office. No one position in the district is sufficiently knowledgeable in all aspects of risk management to effectively monitor and control its costs. To improve this function, other districts such as United ISD have hired a person to be responsible for the entire risk management area. The risk management techniques used by this position have resulted in a reduction of costs.

Recommendation 78:

Hire a risk manager to handle all risk management functions and to reduce the district's insurance costs.

The district should hire a risk manager with the qualifications and experience to assume responsibilities for all risk management activities, including bidding and negotiating insurance contracts for property and casualty insurance; managing the district's safety program; processing workers' compensation claims; conducting safety programs; processing health insurance claims; and designing loss control programs in all areas. A centralized risk management function provides the control necessary to monitor workers' compensation procedures and reduce costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent requests board approval to create a risk manager position.	July 1998
2. The board approves the position and a budget for a new risk manager position.	July 1998
3. The chief financial officer (CFO), in conjunction with the assistant superintendent for Administrative Services, writes the job description, advertises for, and hires a risk manager.	July - August 1998
4. The superintendent transfers responsibilities for safety, workers' compensation, property and casualty insurance, and employee health insurance to the new risk manager.	August 1998
5. The risk manager designs and implements an improved loss control and risk management program.	September 1998 and Ongoing

FISCAL IMPACT

The annual cost of a risk manager would be $58,900, assuming an average salary of $49,900 plus 18 percent benefits. This salary is comparable to what other districts pay their risk managers.

Improved monitoring and control of workers' compensation procedures and practices should lower workers' compensation costs. The reduced costs should at least equal the average for comparable districts, which would result in an average reduction of $975 per claim or an estimated annual savings of $109,200 ($975 x 112 claims/year). The $975 per-claim savings represents the difference in PAISD's average cost per claim of $3,305 from **Exhibit 7-1** and the average cost for comparable districts of $2,330 from **Exhibit 7-2**. During the first year of implementation, only half of that amount is anticipated.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Hire a risk manager and reduce costs.	($4,300)	$50,300	$50,300	$50,300	$50,300

FINDING

PAISD's workers' compensation program is funded by premiums paid from the district's General and Special Revenue Funds and recorded in the district's Workers' Compensation Fund, which is an internal service fund—a fund category used to account for the financing of goods or services provided by one organizational unit of a school district to other units on a cost-reimbursement basis. Internal service funds can be used by school districts to account for risk-financing activities such as workers' compensation. The district's use of an internal service fund for workers' compensation appropriately records costs and premiums.

Based on audited financial statements for the previous four fiscal years, premiums for the workers' compensation program exceed the program's total costs (**Exhibit 7-3**). Program costs include the actual cost of claims incurred plus administrative fees.

Exhibit 7-3
Workers' Compensation Program Costs and Premiums
1993-94 through 1996-97

Fiscal Year	Total Cost of Program	Total Premiums To Program	Excess Funding
1993-94	$ 884,533	$ 1,725,185	$ 840,652
1994-95	552,184	837,315	285,131
1995-96	634,065	829,935	195,870
1996-97	506,728	831,124	324,396
Average	**$ 644,378**	**$ 1,055,890**	**$ 411,512**

Source: PAISD's audited financial statements for fiscal 1994 through 1997

Premiums paid by the district to the Workers' Compensation Fund are calculated as a percentage of the gross salaries of district employees. Different percentage rates apply to each of three categories of employees: bus drivers, administrative, and other. For fiscal 1998, the district's premiums to the Workers' Compensation Fund are estimated at $677,431 (**Exhibit 7-4**).

BEST COPY AVAILABLE

Exhibit 7-4
Estimated Workers' Compensation Funding
For the Year Ended August 31, 1998

Classifications	Estimated No. of Employees	Rate per $100 of Payroll	Estimated Annual Payroll	Estimated Total Premium
Bus Drivers	68	9.299	$ 1,334,416	$ 124,087
Professional/Administration	1,068	0.507	33,690,092	170,809
Others	286	8.116	4,713,343	382,535
Total	**1,422**		**$ 39,737,851**	**$ 677,431**

Source: PAISD Payroll Records, 1998

While the $677,431 in estimated premiums for 1997-98 is substantially less than the $831,124 (**Exhibit 7-3**) paid in the prior year, the district still is providing funding in excess of the program's costs. The 1997-98 estimated premiums of $677,431 exceed the average program costs for the previous four years by $33,053.

This situation has resulted in retained earnings in the district's Workers' Compensation Fund of $2.7 million as of August 31, 1997. The $2.7 million represents more than four times the average program costs for the most current four fiscal years. The balance in the retained earnings, moreover, is in addition to the current liabilities recorded by the district for claims due and claims incurred but not reported. "Claims incurred but not reported" are estimated by the third-party administrator for claims that have occurred but have not yet been reported to the district as of the fiscal year end. The third-party administrator estimates these costs based on the district's claim history.

The district does not use an actuary to evaluate its premiums or to determine if the retained earnings for the Workers' Compensation Fund are appropriate. Based on information gathered from the Texas Education Agency (TEA), the Texas Workers Compensation Commission, the Texas Association of School Boards, and the Texas Department of Insurance, several criteria should be considered in determining the appropriate amount of retained earnings. TEA's *Financial Accountability System Resource Guide* indicates that the premiums should be set so that "over a reasonable period of time Internal Service Fund revenues and expenses are approximately equal" and that the premiums should "include a reasonable provision for expected future catastrophic losses."

Since the district carries excess coverage that pays claims in excess of $2 million in aggregate during any given year, the district should be able to maintain a fund balance of $2 million and be completely covered for all possible contingencies within the year.

Recommendation 79:

Contract with an actuary to review the district's claims history and retain only those earnings that are required to meet the needs of the fund.

With the assistance of an actuary, PAISD should determine the exact amount that should be maintained as retained earnings in the Workers' Compensation Fund and set annual premiums to the fund accordingly.

BEST COPY AVAILABLE

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO negotiates an annual contract with an actuary to determine the amount of retained earnings that should be maintained in the Workers' Compensation Fund each year.	July 1998
2. The CFO initiates a reduction of annual premiums to an amount that will maintain the retained earnings at the amount recommended by the actuary.	August 1998
3. The CFO notifies the payroll director so that the rates may be adjusted to reflect the annual reduction.	August 1998

FISCAL IMPACT

Based on the amount of the fund balance and the projected premiums to the Workers' Compensation Fund for 1997-98, the district should withhold the estimated annual premiums for the current year of $677,000. This will not reduce the fund balance of $2.7 million below $2 million. In future years annual premiums can be further reduced. The amounts shown for future years assumes a $100,000 reduction for two years while allowing for some growth in the fourth and fifth years. The actuary, at a cost of approximately $3,000 per year, may find that more may be withheld in future years since the savings are conservatively estimated.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Contract with an actuary and retain earnings.	$674,000	$97,000	$97,000	$47,000	$47,000

B. PROPERTY AND CASUALTY INSURANCE

CURRENT SITUATION

Property and casualty insurance protects the district from liabilities arising from property damage, bodily injury, and other situations in which the district may be at risk. PAISD maintains the following types of property and casualty insurance:

- Automobile
- Property
- General Liability
- Flood
- Boiler and Machinery
- Electronic Equipment
- Musical and Contractors Equipment
- Educators Legal Liability
- Nurses Liability
- Employee Dishonesty
- Plumbers' Bond

- Accidental Death and Dismemberment
- Student Accident

FINDING

The Business Office is responsible for the district's property and casualty insurance. Specifically, the CFO who oversees the Business Office is responsible for monitoring insurance costs and maintaining adequate property and casualty insurance coverage for the district. The district's coverage is provided by 12 different insurance companies working through seven different insurance agents.

In fiscal 1998, PAISD contracted a risk and insurance management consultant to review its coverages and costs for property and casualty insurance. The district worked with the consultant to bid and negotiate their coverage for property and general liability insurance. This review led the district to eliminate two policies that duplicated coverage provided by other existing policies, and to revise other coverages. The net savings to the district for fiscal 1998 was $65,146.

COMMENDATION

PAISD reduced insurance costs through a review of coverages and costs.

FINDING

PAISD's annual premiums for property and general liability insurance for policy years 1994 to 1998 averaged $204,582, yet, total claims paid for the same time period averaged only $24,383 (**Exhibit 7-5**). The premiums paid by the district have decreased from a high of $226,456 in fiscal 1994 to a low of $162,835 in fiscal 1998 for the same coverage. The district's premiums have fallen due at least in part to the low cost of claims paid by the insurance companies. In addition, the reduction of costs in fiscal 1998 was due to the district's use of the insurance consultant to bid and negotiate its coverage.

Exhibit 7-5
Property and General Liability Insurance
Premiums Versus Claims
1993-94 through 1997-98

Fiscal Year	Number of Claims	Total Premiums Paid	Total Claims Paid	Difference
1993-94	0	$ 226,456	$ 0	($ 226,456)
1994-95	0	219,717	0	(219,717)
1995-96	0	208,789	0	(208,789)
1996-97	1	205,114	21,916	(183,198)
1997-98	1	162,835	100,000	(62,835)
Average	**0.4**	**$ 204,582**	**$ 24,383**	**($ 180,199)**

Source: PAISD's business office records for fiscal 1993 through 1998.

The deductibles on an insurance policy determine the risk that the district is willing to take. As deductible amounts are increased, premiums are decreased. The current deductibles are $25,000 for

BEST COPY AVAILABLE

permanent buildings and $1,000 for temporary buildings. The review team requested the district's current insurance carrier to provide a cost estimate for the policies if the deductibles were increased. The cost estimate included insurance coverage for individual claims in excess of $75,000 and $600,000 in the aggregate and would have resulted in a savings of $20,962. For 1997-98, for example, these increased deductibles would have cost the district an additional $50,000 in claim costs, while saving it only $20,962 in premium costs. However, when looking at the entire five year history, the district would have saved $20,962 for each of the 5 years or $104,810, and would have paid out only an additional $50,000 in one of the five years. Therefore net savings over five years would be $54,810. The district also did not explore the possibility of eliminating any existing coverages in areas that may be less expensive to self-insure.

Recommendation 80:

Reduce the costs of property and general liability insurance by researching ways to obtain the best coverage for the lowest cost.

The review should seek coverages that adequately protect the district and result in the lowest possible costs, while exploring the possibility of higher deductibles or self-insurance for some areas.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO appoints a group, including the risk manager if hired, to research the feasibility of self-insurance and recommend other risk management techniques to reduce costs. October 1998
2. The board reviews and approves the proposed insurance coverage or self-insurance as recommended by the CFO. November 1998

FISCAL IMPACT

Based on the district's five year claim history it is reasonable to estimate that increasing deductibles could save the district $10,000 per year in lower annual premiums. Additional savings by converting some portion of the coverages to self insured plans has not been estimated.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Reduce the costs of property and general liability insurance.	$10,000	$10,000	$10,000	$10,000	$10,000

C. HEALTH INSURANCE

CURRENT SITUATION

PAISD operates a self-funded health insurance program. An excess coverage policy covers individual claims above $125,000, and aggregated annual claims above $3 million, up to a total payout of up to $1 million in a calendar year. Although the district believes that the excess coverage policy pays for claims that exceed $1 million in any calendar year, the insurance agent said that it only covers claims in excess of $3 million, but below $4 million in any calendar year. District claims exceeded $3 million for the first time in 1997, totaling $3.02 million for the year.

A third-party administrator processes health insurance claims under the oversight of the director of Human Resources.

FINDING

PAISD offers two medical plans to its employees and their dependents. The first is a Participating Provider Organization (PPO) plan that contains two options: in-network with no annual deductible and 90 percent coverage on most outpatient and inpatient services; and out-of-network that offers a $500 deductible and 70 percent coverage on most outpatient and inpatient services. The second is a hospital indemnity benefit plan that offers reduced fees for certain hospitals, physicians, and health providers. The fee structure shown in **Exhibit 7-6** has not changed in four years.

Exhibit 7-6
Monthly Cost of Health Insurance Plans

Classification	Plan I PPO	Plan II Hospital Indemnity
Employee	$213.33	$210.03
Spouse	$261.28	$261.28
Children	$191.93	$191.93
Spouse and Children	$356.18	$356.18

Source: PAISD director of Human Resources records, 1998.

The district contributes $216.63 per employee per month to its Health Insurance Fund. For PPO participants, this covers the employee's health coverage ($213.33) plus $10,000 in life insurance ($3.30). For hospital indemnity plan participants, this covers the employee's health coverage ($210.03) plus $20,000 in life insurance ($6.60). The district's contribution is comparable to Beaumont ISD's. Payments for spouse and dependent health coverage are made by the employee through payroll deductions.

For fiscal 1998, the district estimates that premiums to the Health Insurance Fund will total $3.7 million (**Exhibit 7-7**).

Exhibit 7-7
Estimated Health Insurance Rates and Funding For the Year Ending August 31, 1998

Classification	Estimated No. of Claimants	Monthly Rate	Estimated Monthly Premium	Estimated Annual Premium
Employee-PPO Plan	1,240	$213.33	$264,529	$ 3,174,350
Employee- Hospital Indemnity Plan	101	210.03	21,213	254,556
Spouses	16	261.28	4,180	50,166
Children	66	191.93	12,667	152,009
Spouse and Children	18	356.18	6,411	76,935
Total				**$ 3,708,016**

Source: PAISD director of Human Resources, 1998.

Based on its audited financial statements for the previous three fiscal years, premiums for the Health Insurance Fund exceeded the total costs of the program (**Exhibit 7-8**). These costs include the actual cost of claims incurred and administrative fees.

Exhibit 7-8
Health Insurance Costs and Premiums 1994-95 through 1996-97

Fiscal Year	Total Cost of Program	Total Premiums of Program	Excess Funding
1994-95	$ 3,238,457	$ 3,290,333	$ 51,876
1995-96	3,079,024	3,860,698	781,674
1996-97	3,479,904	3,780,517	300,613
Average	**$3,265,795**	**$3,643,849**	**$378,054**

Source: PAISD's audited financial statements for fiscal 1995, 1996 and 1997.

Retained earnings in the Health Insurance Fund have grown to about $1.3 million as of August 31, 1997. The average costs of the self-insurance program for the previous three years amounted to $3,265,795. Even if the district funded the Health Insurance Fund at $3,479,904—the highest-ever program costs, which occurred in 1996-97—premiums would exceed program costs by about $228,000.

PAISD could reduce its annual premiums while maintaining its retained earnings at the current level of $1.3 million. This amount is an adequate reserve even if the district exceeds the highest program costs incurred in any of the previous three years.

BEST COPY AVAILABLE

Recommendation 81:

Contract with an actuary to determine the appropriate annual premiums to be paid to the Health Insurance Fund.

With the assistance of an actuary, PAISD should establish health insurance premiums at the lowest possible level while maintaining an appropriate reserve in the Health Insurance Fund.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO negotiates an annual contract with an actuary to calculate the amount of the reserve needed in the Health Insurance Fund and appropriate annual premiums.	July 1998
2. The CFO initiates a reduction in annual premiums based on the actuary's advise.	August 1998
3. The CFO notifies the payroll director so that the rates may be adjusted to reflect the annual rates.	August 1998

FISCAL IMPACT

Based on the projected premiums to be paid to the Health Insurance Fund for fiscal 1998, reducing the premiums to $3,479,904 (the highest program costs in the last three years) would yield an annual savings of $228,000 in the first year. The amount of savings estimated in subsequent years are reduced 10 percent each year, or $35,000 to allow for increases in health costs. This increase is anticipated based on increases experienced in the last few years in PAISD.

The savings estimate has been reduced by $3,000 annually to cover costs for actuarial services. This amount is based on costs for similar services provided in two comparably sized districts.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Contract with an actuary to determine annual premiums.	$225,000	$187,000	$149,000	$110,000	$73,000

FINDING

PAISD's third-party administrator acts as claims administrator for health insurance claims. The administrator provides monthly reports of claim activity to the director of Human Resources. These monthly reports are used to record paid claims to the general ledger. However, the third-party administrator does not provide detailed reports that show the number of claims, types of claims, and cost per claim for each of the most current three years. Without this detail, the district cannot perform a financial analysis to determine if the paid claims are accurate. The lack of such review could result in duplicate claims or overpayments. Total costs of PAISD's health insurance program increased from $3,079,024 in fiscal 1996 to an all-time high of $3,479,904 in fiscal 1997 (**Exhibit 7-8**).

Other self-insured districts receive reports from third-party administrators in a format similar to the one shown in **Exhibit 7-9**, so that a yearly and multi-year trend analysis can be conducted.

Exhibit 7-9
Format For Monthly Report of Health Insurance Claim Activity

Policy Holder: Port Arthur ISD
Claim Dates: 09/01/96 - 08/31/97
Data is current thru: 12/31/97

Accident Type	Number of Claims	Percent of Total	Total Amount Of Claims	Percent of Total	Average Cost Per Claim

Recommendation 82:

Require detailed reports from the third party administrator and perform a financial analysis of health insurance costs.

The financial analysis should include cost comparisons of peer districts, Texas Association of School Boards clients, and districts in PAISD's geographical area. Based on the financial analysis, the district should develop a plan to lower the costs of health insurance claims.

The risk manager, if hired, should analyze costs and types of claims on a monthly basis.

IMPLEMENTATION STRATEGY AND TIMELINE

1. The CFO or a designated individual performs a monthly financial analysis of the number, cost, and type of health insurance claims.	September 1998
2. The CFO or a designated individual formulates and develops a plan to lower the cost of health insurance claims.	October 1998

FISCAL IMPACT

This recommendation could be implemented at no added cost to the district.

D. CASH AND INVESTMENTS

CURRENT SITUATION

PAISD maintains its deposits in 12 accounts at Bank One. The depository contract is competitively bid biennially. The current contract expires on August 31, 1999. Under the terms of the depository contract, the bank must pledge securities to adequately cover the district's deposits.

The district's investment policy is designed to comply with state investment guidelines limiting investments to obligations of the federal government or Texas or their agencies and instrumentalities; certificates of deposit; fully collateralized repurchase agreements; banker's acceptances; commercial paper; money market and no-loan mutual funds; and public funds investment pools.

The district maintains its investments in funds at the Lone Star Investment Pool (LSIP), a certificate of deposit at Bank One, and mutual funds at Bank One and Wells Fargo Bank.

FINDING

The district maintains its deposits at Bank One Texas in 12 bank accounts for the purposes denoted in **Exhibit 7-10.**

Exhibit 7-10
PAISD Bank Accounts

Depository Institution	Account Name	Account Purpose
Bank One	Special Revenue Fund	To deposit grant money and transfer to Disbursements account for payment of expenses
Bank One	Local Maintenance	To deposit taxes and other General Fund money with transfers to the Disbursements account for payment of expenses
Bank One	Capital Improvements Fund	To deposit money earmarked for construction and transfer to Disbursements account for payment
Bank One	Group Health Fund	For deposit of money to pay health insurance claims
Bank One	Trust and Scholarship	To disburse three scholarships annually
Bank One	Internal Service Fund	To deposit print shop revenue and transfer to Disbursements account for payment
Bank One	Self Insurance Fund	For payment of workers compensation claims
Bank One	Student Activity Fund	For school deposits and transfer to Disbursements account for payment
Bank One	Jefferson Imprest Fund	For petty cash account at Jefferson High School
Bank One	Transportation Imprest Fund	For petty cash account at Transportation department
Bank One	Disbursements Account	For vendor and all other disbursements
Bank One	Payroll Account	For payroll disbursements

Source: PAISD Business Office, 1998.

BEST COPY AVAILABLE

The district performs daily and monthly maintenance on each of its 12 bank accounts, issuing separate checks, safeguarding blank checks, recording monthly activity, and preparing monthly bank reconciliations. Eight of these accounts are used only as holding accounts for deposits, including: the special revenue fund, local maintenance, capital improvements, trust and scholarship, internal service, student activity, Jefferson Imprest and Transportation Imprest. District check payments are not written directly from these accounts. Instead, the district's Disbursements account is used for this purpose; checks from the eight holding accounts simply reimburse the Disbursement account.

This use of eight bank accounts to reimburse a separate Disbursement account is unnecessarily time-consuming. PAISD follows this reimbursement procedure for all disbursements other than payroll checks. An information specialist types the transfer checks manually on a typewriter and submits them to the district's financial auditor, who then takes the reimbursement checks to the bank for deposit. In addition, when other Business Office transactions result in a transfer of funds between bank accounts, the individual responsible for initiating the transaction is required to complete an "Authorization for Transfer Checks" form. This form is sent to the financial auditor and a check is issued and deposited as described above.

The Business Office does not use an electronic system to transfer funds between accounts. The district does, however, use an electronic system available from Bank One to review its account activity. This review is done via a modem connection between a Business Office computer and the bank.

According to PAISD officials, the special revenue account is maintained as a separate bank account because it is used to deposit federal grant revenues from which the district is not allowed to earn interest. However, the federal Office of Management and Budget's Circular A-133, which is applicable to school districts, does not prohibit the earning of interest; it does require the district to remit or refund interest earned to the federal funding source, except for $100 that may be retained each year for administrative fees. Most of the district's federal grants are on a cost-reimbursement basis; therefore, the district pays the program costs before requesting reimbursement from the federal government.

The activities associated with maintaining 12 cash accounts is time-consuming and an ineffective use of administrative effort. PAISD faces no legal or contractual requirement to use this many bank accounts. Different bank accounts are not required as long as the district safeguards the integrity of its deposits through a fund accounting system.

Recommendation 83:

Consolidate PAISD's funds in four bank accounts.

The district should consolidate its 12 accounts into four, including a disbursements account, a payroll account, a self-insurance fund, and a group health fund.

The district's use of only four bank accounts will reduce the number of bank transfers and allow for a streamlined and more efficient administrative effort while still complying with all legal and contractual requirements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO and the financial auditor prepare a plan to consolidate the 12 bank accounts into four accounts.	July 1998
2. The financial auditor closes the eight accounts and coordinates with Bank One on the use of computerized on-line access.	August 1998
3. The CFO ensures that the fund accounting system safeguards the integrity of the district's deposits and that the on-line access with Bank One is implemented.	August 1998 and Ongoing

FISCAL IMPACT

Closing eight accounts will save the district $288 a year in bank account maintenance fees and administrative time that could be redirected to other activities.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Consolidate PAISD's funds in four bank accounts.	$300	$300	$300	$300	$300

FINDING

The district is not maximizing the earnings potential of its daily deposits. None of the district's 12 depository accounts are interest bearing. Four of them are swept into Bank One mutual funds on a nightly basis; however, the return on these mutual fund accounts is less than that of funds the district has in the Lone Star Investment Pool. If PAISD had invested *all* daily cash balances in the LSIP, the district would have generated about $109,000 in additional interest income (**Exhibit 7-11**).

Exhibit 7-11
Calculation of Additional Interest Income
1997

	Bank Balance		Interest Rate		Estimated Additional Interest if Bank Balances Were Deposited in LSIP Daily		
Month	Non-Interest Bearing Accounts	Money Market Accounts	Money Market Accounts	Lone Star Investment Pool	Non-Interest Bearing Accounts	Money Market Accounts	Total
January	$ 2,380,119	$ 5,194,350	4.85%	5.50%	$ 10,908	$ 2,813	$ 13,721
February	1,457,976	4,840,720	4.60%	5.25%	6,378	2,622	9,000
March	1,521,426	5,420,020	4.58%	5.27%	6,681	3,116	9,797
April	1,654,719	5,298,985	4.63%	5.34%	7,363	3,135	10,498
May	1,623,827	4,957,676	4.94%	5.37%	7,266	1,776	9,042
June	1,658,242	5,335,027	4.95%	5.41%	7,475	2,045	9,520
July	1,865,607	4,069,412	4.96%	5.44%	8,457	1,627	10,084
August	1,585,017	4,761,966	4.98%	5.53%	7,304	2,182	9,486
September	1,165,927	4,142,765	4.80%	5.51%	5,353	2,451	7,804
October	889,874	6,120,022	4.78%	5.45%	4,041	3,417	7,458
November	995,910	5,035,310	5.10%	5.56%	4,614	1,930	6,544
December	645,791	6,254,744	4.88%	5.56%	2,992	3,544	6,536
			Total		**$ 78,832**	**$ 30,658**	**$ 109,490**

Source: PAISD Business Office records, 1998.

For this calculation, imprest funds and trust and scholarship accounts were excluded. The monthly balances in these accounts averaged less than $5,000 and would have resulted in a nominal amount of additional interest.

PAISD has not used Zero Balance Accounts (ZBAs), despite the fact that its current depository offers this service. The district could use ZBAs to transfer the ending daily balance in each of its accounts to investment accounts at LSIP that yield a higher interest rate. Fund transfers to the ZBAs from pooled investment funds would be only for the amounts necessary to cover checks and charges that clear the bank that day.

In addition, the district has not considered the possibility of using public fund investment pools in addition to LSIP. Other Texas investment pools include TexPool and the Local Government Investment Cooperative (LOGIC). **Exhibit 7-12** lists the ending monthly balance of the district's pooled investments at LSIP for 1997, as well as a comparison of average monthly returns for similar funds at TexPool and LOGIC. Based on these rates, the district could have earned about $8,000 in additional interest if it had used TexPool for its investments in 1997; the district earned an estimated $5,000 more at LSIP than it would have at LOGIC for the year.

BEST COPY AVAILABLE

Exhibit 7-12
Comparison of Investment Pool Returns
1997

Monthly Balance		Average Monthly Return Rates		
Month	**Invested at LSIP**	**LSIP**	**Texpool**	**LOGIC**
January	$ 13,539,979	5.50%	5.29%	5.24%
February	31,981,128	5.25	5.24	5.19
March	28,314,450	5.27	5.30	5.28
April	24,835,113	5.34	5.37	5.37
May	21,543,359	5.37	5.42	5.38
June	17,130,870	5.41	5.54	5.43
July	15,209,370	5.44	5.59	5.42
August	13,275,352	5.53	5.60	5.47
September	16,335,220	5.51	5.56	5.45
October	16,505,267	5.45	5.57	5.48
November	13,675,191	5.56	5.63	5.51
December	10,230,606	5.56	5.67	5.58

Source: PAISD, Texpool and LOGIC records, 1998.

Recommendation 84:

Invest daily cash balances at the highest possible interest rates to maximize income.

PAISD should open additional investment accounts at TexPool and LOGIC to be able to transfer funds to these accounts when investment rates are most favorable. Account balances that are not required for immediate needs at the depository bank should be transferred daily to the investment pool providing the highest return. The mutual fund accounts at Bank One should be closed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The CFO initiates communication with Bank One regarding the use of ZBAs.	June 1998
2.	The CFO negotiates investment agreements with TexPool and LOGIC.	July 1998
3.	The CFO seeks board approval for the opening of additional investment accounts and closing of the mutual fund accounts.	August 1998

FISCAL IMPACT

The fiscal impact would be an increase in interest revenue of $109,490, as shown in **Exhibit 7-11,** less $240 in increased annual account maintenance fees charged by Bank One to maintain four Zero Balance Accounts instead of four sweep accounts.

BEST COPY AVAILABLE

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Invest cash at highest possible interest rates.	$109,300	$109,300	$109,300	$109,300	$109,300

FINDING

PAISD does not prepare cash flow projections to determine immediate and intermediate cash resources and requirements. Its current practice is for the financial auditor to determine the immediate cash requirements and resources available to meet the semi-monthly payroll. This process usually involves on-line access to the bank to determine cash balances in the payroll and other bank accounts. No spreadsheets or other written records are used to document this process.

The district does not have any policies or procedures requiring cash forecasting. Such procedures would include the implementation of a computerized spreadsheet to monitor cash balances on a daily, weekly, and monthly basis. Cash flow projections could facilitate the district's investing procedures, allowing it to maximize the income. For example, proper cash disbursement projections allow a district to determine the amount of cash in short-term investment accounts that is available for transfer to higher-yielding long-term investment accounts.

In addition, PAISD has not developed a cash forecasting policy. Such a policy would include procedures for immediate, intermediate, and long-term cash flow requirements and investment strategies.

Recommendation 85:

Establish a cash forecasting policy and procedures to ensure that the district can successfully forecast its cash requirements.

The district should develop and implement a cash forecasting policy and procedures to project its cash requirements and make more timely investment decisions to maximize its income.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO drafts the cash forecasting policy and procedures.	July 1998
2. The superintendent reviews the policy and procedures.	August 1998
3. The board reviews the policy and adopts it with appropriate modifications.	September 1998

FISCAL IMPACT

No additional costs are needed to implement this recommendation.

E. FIXED ASSETS

CURRENT SITUATION

PAISD's fixed assets include its land, buildings, furniture, equipment and vehicles. Accounting for fixed assets is done by an information specialist who reports to the chief financial officer.

TEA defines fixed assets as items that are tangible in nature; long-lived (with a life of longer than one year); of a significant value at purchase or acquisition time; and reasonably identified and controlled through a physical inventory system. According to TEA, if a purchase meets these criteria and costs $5,000 or more the item is considered a fixed asset and should be capitalized. Each district is allowed to establish lower limits for capitalizing fixed assets.

PAISD capitalizes as fixed assets items with a value of $1,000 or more and a useful life of at least one year. Sensitive equipment items with a value of less than $1,000, such as televisions, videotape recorders, and computer equipment, also are capitalized. The district raised its capitalization limits in 1997; this change resulted in the deletion of numerous fixed assets from the district's records.

PAISD performs an annual physical inventory of its fixed assets. A list of assets at each school is printed by the information specialist and distributed to the schools for a physical count. The school principals or their designees are responsible for performing the physical count and reporting any differences to the information specialist. Fixed assets that are obsolete and no longer of use to the district are moved to a warehouse and sold at auctions. These auctions occur an average of twice a year.

FINDING

The information specialist is responsible for maintaining the fixed-asset inventory and recording additions to the district's general ledger system. Fixed-asset purchases are received and inspected at the Receiving Department and forwarded to the schools. Secretaries at the schools send product information such as make, model, and serial number to the information specialist, who assigns an internal tag number to each item and records the item on the fixed-asset listing. The tag is sent to the school to place on the item.

Under the district's practice, fixed assets are not tagged in a timely manner. In some instances, several months can elapse before an item is tagged, since the information specialist who assigns the tag number has to wait for the schools to provide relevant product information. The asset is not recorded in the fixed-asset list until information is received from the schools. Fixed assets that are not properly tagged are more easily stolen.

Bar-coding systems offer an efficient way to tag and track fixed assets. Such a system requires the purchase of electronic bar-coding hardware and software compatible with the district's existing accounting software. Under a bar-coding system, as purchase orders are reviewed by the Purchasing Department, a copy of all purchase orders coded as fixed assets is forwarded to a staff member responsible for maintaining fixed assets. This employee then assigns a tag to each item on the purchase order and forwards the purchase order with the tags to the Receiving Department. Fixed-asset purchases are tagged at the Receiving Department when the goods are inspected to minimize the risk of theft of untagged items. The Receiving Department clerk attaches the tag to the item and records the item's serial number. The tagged items then are shipped to the school or department and the serial number of each item is returned to the employee overseeing fixed assets to record into the fixed-asset list.

Recommendation 86:

Install a bar-coding system to track fixed assets.

All items currently on the fixed-asset list as well as all new purchases should be tagged with bar codes. This would minimize the time needed to take and reconcile physical inventories.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO and information specialist develop formal procedures for the receipt and tracking of fixed assets.	July 1998
2. The purchasing supervisor, with specifications provided by the CFO, contracts for the purchase of electronic tagging equipment, supplies.	February 1999
3. PAISD employees tag the existing fixed-asset inventory and prepare a fixed-asset list.	June-August 1999
4. The CFO and information specialist ensure the implementation of procedures for receipt and tracking of fixed assets.	August 1999 and Ongoing

FISCAL IMPACT

Two bar code readers would cost about $4,000. Supplies of bar code tags for future purchases would require an annual cost of $200. No cost would be associated with developing formal fixed-asset policies and procedures since this would be accomplished as part of the CFO's and information specialist's normal duties. Existing employees should be used to do the initial inventory tagging.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Install a bar-coding system to track fixed assets.	($4,200)	($200)	($200)	($200)	($200)

FINDING

PAISD does not reconcile its fixed-asset inventory list to the general ledger in a timely manner. At the time of TSPR's review in February 1998, the information specialist was recording fixed-asset additions for September to December 1997 to the inventory list. Fixed-asset additions and deletions are not recorded to the general ledger until the end of the year. When a district records additions and deletions to the general ledger and reconciles the general ledger to the fixed-asset list on a monthly basis there is less likelihood that assets will go unrecorded or that recordings will be inaccurate.

Recommendation 87:

Reconcile the general ledger to the fixed-asset inventory list on a monthly basis.

The timely reconciliation of the general ledger to the fixed-asset inventory list would ensure that the general ledger is accurate and strengthen internal controls over fixed assets.

IMPLEMENTATION STRATEGY AND TIMELINE

1.	The information specialist formulates and executes a schedule to complete the reconciliations. The schedule includes a timeline for completion of the monthly tasks.	June 1998
2.	The CFO periodically, possibly on a quarterly basis, reviews the reconciliation to ensure its timely preparation.	July 1998

FISCAL IMPACT

This recommendation would be accomplished by the information specialist as a normal duty. No fiscal impact would accrue to the district.

F. AUDITING

CURRENT SITUATION

PAISD's financial statements are audited annually by an independent certified public accountant (CPA), as required by state law. The purpose of the audit is to determine whether the financial statements fairly present the district's financial position and the results of its operations and cash flows. A compliance audit also is performed to determine whether the district has complied with the laws, regulations, contracts and grants applicable to its federally funded programs. For the fiscal year ended August 31, 1997, PAISD's CPA issued unqualified opinions indicating that the district's records are in order.

FINDING

PAISD contracted with the same CPAs to perform its external audit services for 17 years without issuing a request for proposals. For the 1997 external audit, however, the district issued a request for proposals and selected a different accounting firm. This new company provided the required services for about $20,000 less than the previous auditors.

COMMENDATION

The district reduced its costs by competitively procuring its external audit services.

FINDING

As part of its external audit, PAISD's auditors examined the district's internal controls over financial reporting. The external auditors reported to the Board of Trustees that the district has problems in the areas of fixed assets, payroll, special revenue fund accounting, compensated absences, and account coding. Despite these conditions, the auditors determined that the district's financial statements were free of material errors. The external audit report included a corrective action plan outlining the district's proposed responses to the auditors' findings. The district has not implemented all of these corrective actions, however.

A key element to sound internal controls is the maintenance of an internal audit function. An internal audit function is responsible for reviewing the internal controls over financial reporting; monitoring compliance with state and federal laws and regulations; evaluating the effectiveness and efficiency of district programs; ensuring that board policies are implemented and followed; and assisting the external auditors with the annual audit. The State Auditor's Office Report Number 3-010 (November 1992) recommends that all school districts with annual operating expenditures of $20 million and more than 5,000 students maintain an internal audit program. PAISD meets both criteria, but does not have an internal audit function.

To ensure the internal audit function's independence from district management, the function should report directly to the Board of Trustees. The internal audit function should plan its activities by evaluating areas it determines to represent a risk to the district or an area of concern to the Board of Trustees. The board typically approves the internal audit plan.

Districts typically perform the internal audit function either by hiring a qualified internal auditor or by contracting for internal auditing services from a certified public accounting firm. The necessary qualifications include certification as a CPA or a Certified Internal Auditor and at least four years of audit experience, including some supervisory experience.

Both alternatives carry advantages and disadvantages. An in-house internal auditor generally can perform the function at a lower hourly rate than a contractor. Moreover, since the auditor is an employee of the district, he or she is available to district personnel on a daily basis. A contract auditor can be hired to perform specific reviews and is paid only for the hours worked. Often the contract is with a firm, which may allow the district access to a wider range of expertise.

Recommendation 88:

Establish an internal audit function and determine the best internal audit method for the district.

The internal auditor would design an internal audit plan for the district and present it for board approval. The internal auditor would report to the board periodically on the results of the activities set forth in the audit plan. These reports would include recommended changes to district policies and procedures.

In the first year of implementation, the internal audit function should extensively review the district's entire internal control structure, particularly the problems reported in the fiscal 1997 audit report, and submit to the board its recommendations for corrective actions. After the revised controls have been implemented, the internal audit function would be used to test the controls, monitor compliance, and assist the external auditors.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent and board determine the best method of accomplishing the internal audit function. — July 1998
2. The board hires an internal auditor or contracts for internal audit services. — August 1998
3. The board reviews and approves an internal audit plan for fiscal 1999. — September 1998
4. The board monitors reports from internal auditors and makes changes to board policy as needed. — September 1998 and ongoing.

FISCAL IMPACT

The cost for an internal auditor, whether contracted or performed in-house, should not exceed $60,000 per year. The in-house costs are based on an average salary for supervisory positions of $50,000 plus 18 percent benefits, plus other operating costs associated with the position, such as supplies, equipment, printing, and telephone expenses. The contracted cost is based on an average hourly rate of $60 for 1,000 hours of internal audit services each year. The 1,000 hours is an estimated amount based on other districts.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Establish an internal audit function.	($60,000)	($60,000)	($60,000)	(60,000)	($60,000)

G. FUND BALANCE

CURRENT SITUATION

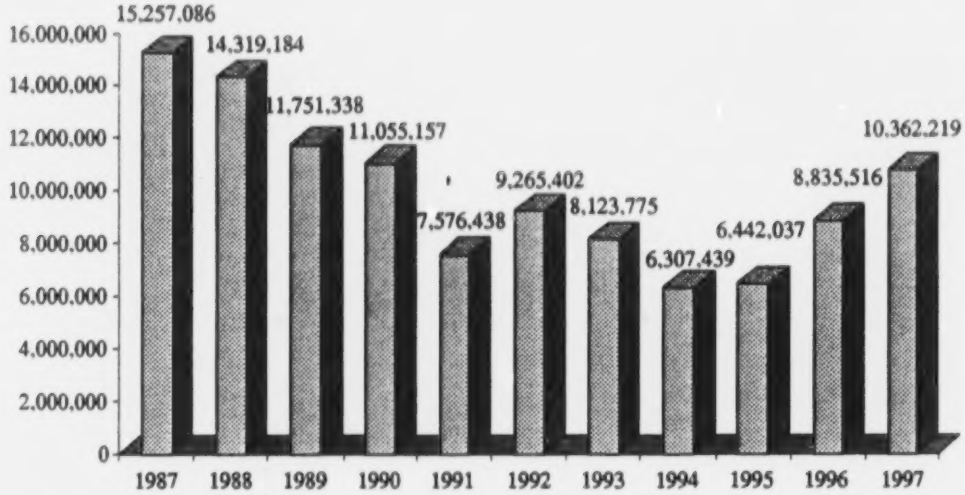
Governmental funds such as PAISD's General Fund report their equity as a "fund balance"—the gross difference between assets and liabilities as reflected on the balance sheet. Fund balance is the measure of the district's financial resources available for future use after meeting its obligations.

FINDING

The fund balance of a district's General Fund is significant because the General Fund is the primary fund through which most functions are financed and which receives state aid and local maintenance taxes. One primary criterion used by rating agencies for school bonds is the amount in the district's General Fund balance. Bond rating agencies view the fund balance as a reflection of the district's financial strength, and decreases in the fund balance can be a cause for concern.

PAISD's fund balance for its General Fund has varied from a high of $15,257,086 in 1987 to a low of $6,307,419 in 1994 (**Exhibit 7-13**). The fund balance has risen over the last two years, to $8,835,516 in 1996 and $10,362,291 at the end of fiscal 1997. District staff said that they expect to end fiscal 1998 with a fund balance of approximately $7.5 million. This anticipated decrease in the fund balance is due to roof repairs, higher costs for substitute teachers, matching grant funds, and lower-than-expected state revenue.

Exhibit 7-13
Port Arthur Independent School District
General Fund Balance 1987 - 1997



Source: Academic Excellence Indicator System, 1996-97 District Performance. Texas Education Agency.

TEA has developed a formula to estimate a school district's "optimum" fund balance. The optimum balance is assumed to equal the estimated amount needed to cover cash flow deficits in the General Fund for the fall period in the following fiscal year plus estimated average monthly cash disbursements of the General Fund for the nine months following the fiscal year. For fiscal 1995, 1996, and 1997, PAISD maintained a "deficit fund balance" according to TEA's definition; in other words, PAISD's fund balance is only sufficient to cover between 1.5 to 2.4 months of future expenditures rather than the recommended 3 months (**Exhibit 7-14**).

Exhibit 7-14
Analysis of General Fund Balance
1995 through 1997

Fiscal Year Ended August 31,	A General Fund Fund Balance	B Total General Fund Expenditures	Number of Months' Covered Expenditures A / (B/12)	C "Optimum" General Fund Fund Balance	Deficit Fund Balance C - A
1995	$ 6,442,037	$ 50,777,305	1.52	$ 13,986,472	($ 7,544,435)
1996	8,835,516	52,270,021	2.03	14,784,252	(5,948,736)
1997	10,362,291	51,991,315	2.39	16,485,393	(6,123,102)

Source: PAISD's audited financial statements for fiscal 1995, 1996 and 1997.

Although the district managed to increase its fund balance in fiscal 1996 and 1997, it does not have a formal fund balance management policy. The district has not made it a policy, for instance, to determine the percentage or amount of fund balance that should be earmarked for the purchase of capital assets or the renovation of buildings. Such a policy would ensure that the district can plan effectively for future operations, construction projects, or other long-term district needs. PAISD, moreover, does not have a formal procedure for informing the board of the fiscal impact of various expenditures on the fund balance.

Recommendation 89:

Establish a fund balance management policy and develop administrative procedures to implement it.

This policy should establish goals concerning the optimum size of the fund balance and provide clear directions to the superintendent to increase revenue or decrease expenditures to achieve fund balance goals.

One of the necessary administrative procedures should include informing the board of the fiscal impact on the fund balance of board-approved expenditures. This could be as simple as showing the beginning fund balance, the amount of the item, and the ending fund balance. In this manner, the staff would monitor the fund balance and make the board aware of the district's financial position on an ongoing basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO drafts the fund balance policy for review by the superintendent.	June 1998
2. The board reviews the policy and makes modifications as necessary.	July 1998
3. The board approves the policy.	August 1998

BEST COPY AVAILABLE

FISCAL IMPACT

The responsibility for drafting the policy should be accomplished by the CFO and staff as part of their normal duties; therefore, no fiscal impact would result from this recommendation.

PORT ARTHUR

BUDGETING AND FINANCIAL MANAGEMENT

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 8

BUDGETING AND FINANCIAL MANAGEMENT

This section of the report reviews PAISD's budgeting and financial management functions in five major sections:

A. Organization and Management
B. Fiscal Operations
C. Budgeting
D. Payroll
E. Tax Collections

A. ORGANIZATION AND MANAGEMENT

School district financial managers collect, analyze, and provide information to district decision-makers. Successful financial operations require an appropriate organizational structure with qualified personnel that provide for an adequate separation of duties, an accounting system capable of capturing information and generating reports, and comprehensive policies and procedures that ensure proper management of the district's fiscal resources. An effective financial operation provides accurate and timely information to district administrators and the board in a format that aids planning and decision-making.

BACKGROUND

PAISD's Business Office has experienced several key personnel changes in the last year, starting with a new superintendent in April 1997. In the same month, the assistant superintendent for Business and the controller both resigned from the district. A new chief financial officer/executive director of Business Operations (CFO) was hired in July 1997, but the controller position was not replaced.

The CFO oversees four departments including Child and Nutritional Services, Maintenance, Transportation, and Computer Services, as well as the district's Business Office. The Business Office includes a supervisor for Payroll, a supervisor for Accounting, clerical and data management positions, and a financial auditor.

PAISD's revenues, broken out by local, state, and federal sources, are contained in **Exhibit 8-1.**

Exhibit 8-1
PAISD Revenue Sources
1995-96 through 1997-98

Revenue	**1995-96 Actual**		**1996-97 Actual**		**1997-98 Budgeted**	
Local	$42,171,915	61.3%	$41,918,389	59.3%	$35,776,692	54.0%
State	$18,683,623	27.2%	$20,159,402	28.5%	$21,080,610	31.8%
Federal	$7,907,899	11.5%	$8,627,605	12.2%	$9,374,370	14.2%
Total	**$68,763,437**	**100%**	**$70,705,396**	**100%**	**$66,231,672**	**100%**

Source: PAISD Business Office.

BEST COPY AVAILABLE

Exhibit 8-2 summarizes PAISD's actual expenditures by function for 1995-96 and 1996-97 and its budgeted expenditures for 1997-98.

Exhibit 8-2
Expenditures by Function for All Funds
1995-96 through 1997-98

Expenditures	1995-96 Actual	1996-97 Actual	1997-98 Budgeted
Instruction	$35,616,903	$36,283,743	$38,460,766
Instructional Leadership	913,017	946,911	1,428,767
School Leadership	3,802,487	4,126,956	4,229,352
Curriculum/Personnel Devel.	232,141	74,453	166,706
Community Services	303,918	344,176	431,787
Guidance Counseling/Eval.	2,091,931	2,249,580	2,397,551
Health Services	749,512	801,234	831,100
Pupil Transportation	2,040,009	1,987,646	2,128,157
Food Services	3,775,127	3,615,108	4,005,428
Co- and Extra- Curricular	1,496,049	1,478,785	2,038,390
General Administration	5,881,603	6,271,603	2,467,387
Debt Services	60,139	61,943	59,600
Plant Maint./Operations	7,526,717	7,456,172	7,969,489
Security and Monitoring	-	16,573	261,738
Facility Acq/Construction	267,050	1,521,687	1,113,194
Computer Services	390,915	390,605	458,163
Total Expenditures	**$65,147,519**	**$67,627,175**	**$68,447,575**

Source: PAISD Business Office.

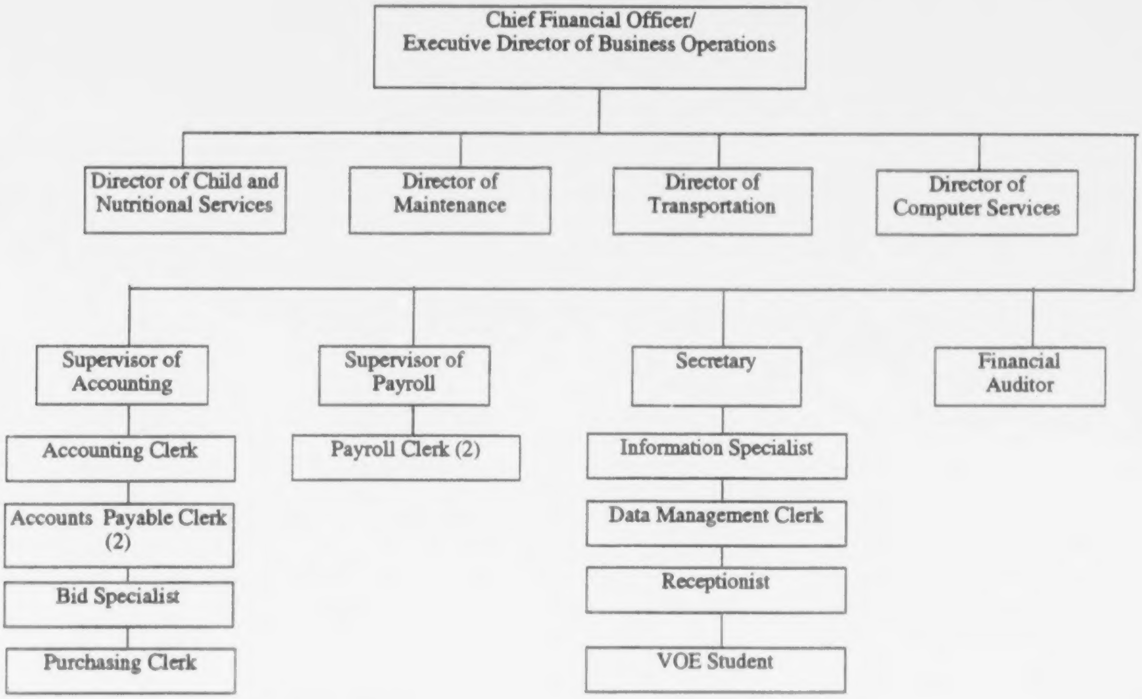
CURRENT SITUATION

The Business Office's organizational structure was reconfigured in late 1997 by the new CFO. The most significant changes made under this reorganization were the creation of the positions of Accounting supervisor and Payroll supervisor to handle the district's accounts payable, purchasing, and payroll functions. In addition, the position of grants coordinator was moved from the Business Office to the Curriculum and Instruction Department.

The organizational structure at the time of the review team's visit is shown in **Exhibit 8-3.**

BEST COPY AVAILABLE

Exhibit 8-3
Port Arthur Independent School District
Business Office Current Organizational Structure


Chief Financial Officer/
Executive Director of Business Operations
Director of Child and Nutritional Services
Director of Maintenance
Director of Transportation
Director of Computer Services
Supervisor of Accounting
Supervisor of Payroll
Secretary
Financial Auditor
Accounting Clerk
Payroll Clerk (2)
Information Specialist
Accounts Payable Clerk (2)
Data Management Clerk
Bid Specialist
Receptionist
Purchasing Clerk
VOE Student

Source: PAISD Business Office, 1998.

FINDING

The 1997 reorganization of the Business Office attempted to address the lack of supervisory positions for key functions and to redelegate functions that had been performed by the controller and the grants coordinator. Although the reorganization provides for adequate supervision of the payroll and accounts payable functions, it falls short in the area of adequate internal controls, which are needed to safeguard the organization's assets. Internal controls ensure that an organization has a clear-cut separation of duties and responsibilities among employees so that no transaction is handled by only one person from beginning to end. Checks and balances are also set up to detect errors or losses, and correct them in a timely manner. Even in a small office, duties can be divided and systems established to reduce the opportunity for error and to detect wrongdoing.

In opposition to good internal control practices, the current PAISD organization requires many employees to perform duties that involve the receiving, recording, and depositing of district funds. The financial auditor, whose primary responsibility is to monitor cash balances and invest district funds, also is responsible for making deposits and reconciling all district bank accounts. The information specialist is responsible for issuing and distributing all manual checks, and also has access to the supply of blank checks as well as the automated check signing machine. One of the Payroll clerks is responsible for depositing miscellaneous funds, a function that is misplaced in the Payroll Department, although not necessarily a breach in internal controls.

The current role of the CFO is split between operational and financial functions since it oversees child and nutritional services, maintenance, transportation, and computer services along with all financial operations of the district. To maintain adequate internal controls, the district requires strong and focused leadership in financial affairs.

Recommendation 90:

Reclassify the current CFO position to include only financial responsibilities.

The District Organization and Management chapter of this report recommends that an assistant superintendent position be created for Business and Administrative Services. Once implemented the CFO position should be streamlined to focus on only the financial matters of the district and implementing stringent internal financial controls.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent reclassifies the CFO position to include only financial responsibilities.	July 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

All accounting for PAISD's food services operation is handled by a business operations auditor in the Child Nutritional Services Department. This individual is responsible for functions that most districts handle in their business office, including preparing all food services reports, issuing financial statements, and filing all reports necessary to participate in free and reduced-price meal programs.

The grants coordinator in the Curriculum and Instruction Department also performs functions normally handled by a business office. The grants coordinator was moved from the Business Office as part of the 1997 reorganization, where it had been responsible for grants accounting and some miscellaneous financial accounting.

The transfer of the grants coordinator has led to an unclear assignment of duties. Although Business Office personnel report that some of the financial duties related to grants have been absorbed by the Business Office, other duties involving grant transactions have not been clearly assigned. For example, the grants coordinator's job description indicates that this position is responsible for financial reporting connected with grants, posting entries to the financial system involving grant transactions, making budget amendments for grant funds, coding and recording cash receipts, and, on occasion, depositing grant funds in the absence of the financial auditor. The CFO, who is responsible for accounting and reporting for grant funds, is not in direct control of the grants accounting function and is therefore unable to directly monitor this function. In short, assigning financial responsibilities to the grants coordinator does not allow for good internal controls of the district's resources.

Placing the grants coordinator in the Curriculum and Instruction Department serves a practical purpose. The grants coordinator is in close contact with the program administrators and teachers who actually work with the grant programs and thus can more effectively monitor program implementation. In spite of this improvement, the CFO and superintendent told TSPR that they plan to return the grants coordinator to the Business Office.

Recommendation 91:

Reclassify the business operations auditor as a special revenue accountant in the Business Office and assign grant fund, food service, and athletics accounting functions to this position.

The business operations auditor position should be reclassified as a special revenue accountant, and the duties for this position should include food services accounting, grants accounting, and athletics accounting.

The Personnel Management chapter of this report recommends that the job description of the personnel/athletic clerk position in Administrative Services be changed to take on more personnel functions and that its current responsibilities for budgeting, cash handling, accounting, and contract compliance functions be transferred to the Business Office to improve the monitoring of athletic accounts. These functions should be handled by the special revenue accountant.

The grants coordinator position should remain in the Curriculum and Instruction Department with responsibilities for grant writing, evaluation, and compliance. However, all accounting functions associated with grants should be performed in the Business Office by the new special revenue accountant, including posting and establishing all beginning budgets in the financial system, maintaining a chart of accounts for grant funds, recording all grant transactions to the financial system, and performing all deposit functions for grant funds.

In addition to increased internal control, the benefits resulting from moving food services accounting under the umbrella of the district's other accounting functions and transferring accounting functions of the grants coordinator to the Business Office would streamline the accounting process, which ultimately would result in time and efficiency savings.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent directs the CFO to develop the special revenue accountant job description to include food service, athletics, and grant fund accounting functions.	July 1998
2. The CFO, in conjunction with the assistant superintendent for Curriculum and Instruction, revises the job description of the grants coordinator that separates the grant coordinator and grant accounting functions.	August 1998
3. The superintendent reclassifies the food services accounting position as special revenue accountant and moves the position to the Accounting section of the Business Office.	September 1998

FISCAL IMPACT

No additional costs would be associated with this recommendation.

FINDING

Many school districts have finance offices made up of a director with supervisors over purchasing, accounts payable, payroll, budgeting, fixed assets, and food services accounting. The Beaumont Independent School District (BISD), for example, has a finance division made up of the following departments:

- Fixed Assets/Records/Student Activity Funds Manager
- Purchasing
- Accounts Payable
- Payroll
- Accounting

BISD's planning and budgeting activities fall under a separate division. PAISD's accounting and budgeting functions are not large enough to maintain separate departments for each function.

PAISD's financial auditor's job description includes a broad spectrum of duties such as monitoring district cash needs, investing district funds, reconciling bank accounts, and transferring funds between accounts. The financial auditor also performs the following duties:

- supervises annual financial audit
- invest district funds as investment officer
- reconciles monthly bank statements
- prepares deposits and transports district funds to bank
- reviews and distributes state and federal moneys received
- files quarterly payroll and sales tax returns
- prepares distribution for the collection of local property tax
- inputs entries and audit report for general ledger
- post teacher retirement on-behalf payments
- prepares investment and tax reports for monthly board reports
- reconciles payroll liability accounts
- signs disbursement and payroll checks
- prepares journal entries

The actual role of the financial auditor is consistent with that of a supervisor of general accounting. PAISD's current organization assigns both general accounting and purchasing functions to the supervisor of Accounting. This supervisor has very diverse responsibilities which make the functions of this unit difficult to coordinate. By establishing a separate supervisor position responsible for general accounting, better internal controls could be set up within the Business Office.

The 1997 reorganization places the district's receptionist/PBX operator, information specialist, data management clerk, and vocational office education (VOE) student assistant under the secretary to the CFO. Yet two of these four positions, the information specialist and the data management clerk, have greater technical skills and pay rates than the secretary to whom they report.

The information specialist and data management specialist perform budgeting and accounting duties that more typically are found in an accounting department.

Recommendation 92:

Create a department of General Accounting.

The organizational structure of the Purchasing and Accounts Payable areas should remain essentially the same, with the newly created department of General Accounting made up of special revenue (grants) accounting, food services accounting, athletics accounting, cash accounting, general ledger accounting, student activity fund accounting, and budgeting. This structure provides better organization of functions and better separation of duties and internal controls within the Business Office.

The financial auditor position should be reclassified as a supervisor of General Accounting and assigned supervisory responsibilities for all general accounting functions. The information specialist and the data management specialist should be reassigned to the Accounting Department. Internal controls should be increased by assigning data entry for disbursements including manual checks to Accounts Payable and by assigning bank reconciliation functions currently performed by the financial auditor to the information specialist. The receptionist/PBX operator and the VOE student should continue to report to the CFO's secretary.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent creates a department of General Accounting and directs the CFO to develop a job description for the position of supervisor of General Accounting.	July 1998
2.	The CFO directs the financial auditor to supervise general accounting functions.	August 1998
3.	The CFO changes the position title of the financial auditor to supervisor of General Accounting.	August 1998
4.	The CFO directs the information specialist and the data management specialist to report to the newly created General Accounting supervisor.	August 1998

FISCAL IMPACT

No cost would be associated with this recommendation.

FINDING

Student activity funds are generated by student fund-raisers and are intended to benefit students. These funds are deposited into a single checking account that is managed and reconciled by the district's central office.

According to the Texas Education Agency's *Financial Accountability System Resource Guide* (FASRG), funds generated by student groups should be classified either as campus activity funds or as student activity funds. The differences between these two classifications are illustrated in **Exhibit 8-4.**

Exhibit 8-4
Accounting for Funds Generated by Student Groups

Student Activity Funds	Campus Activity Funds
Accounted for as agency funds.	Accounted for as special revenue funds.
Do not need to be budgeted or appropriated.	Must be budgeted and appropriated.
Control and decision-making rests with students.	Control and decision-making rests with principals, administrators, and teachers.

Source: Financial Accountability System Resource Guide (FASRG), Texas Education Agency, 1998.

The FASRG also states that when using a centralized method of accounting for student funds, as is done in PAISD, detailed ledgers should be maintained to show each schools' respective balance of funds. In addition, the standards state that schools with excess funds should not be allowed to "cover" schools with negative fund balances.

PAISD conducts little oversight concerning how these funds are accounted for and maintained. The accounting clerk who reports to the Accounts Payable Department recently has been assigned responsibility for this oversight, but the position has not been given the authority needed to enforce district and TEA policy governing the use of student activity fund accounts. As a result, TSPR identified several irregularities concerning the use of these funds, including:

- student activity funds spent for unauthorized purposes such as faculty and staff dinners;
- schools' negative balances covered by excess funds from other schools;
- individual school balances that do not reconcile to bank balances; and
- a lack of accurate accounting records reflecting the purpose for which the funds were raised.

Recommendation 93:

Give the accounting clerk the authority needed to oversee and control student activity funds.

This expanded role should include the development of a policy manual governing the use of activity funds; training for school bookkeepers, principals, and others responsible for administering activity funds; and periodic audits of school procedures regarding the use of activity funds. The accounting clerk should be moved into the General Accounting Department if created.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The CFO assigns authority and responsibility to the accounting clerk to monitor and audit student activity accounts and funds and moves the position to the newly created General Accounting Department.	August 1998
2.	The CFO directs the accounting clerk to update the student activity fund procedures manual.	August 1998

3. The accounting clerk updates the manual and distributes to school personnel and begins conducting training sessions for school personnel and performing regular audits of student activity funds. October 1998

FISCAL IMPACT

No cost would be associated with this recommendation.

Summary of Organizational Changes

Exhibit 8-5 provides an overview of the proposed reassignments.

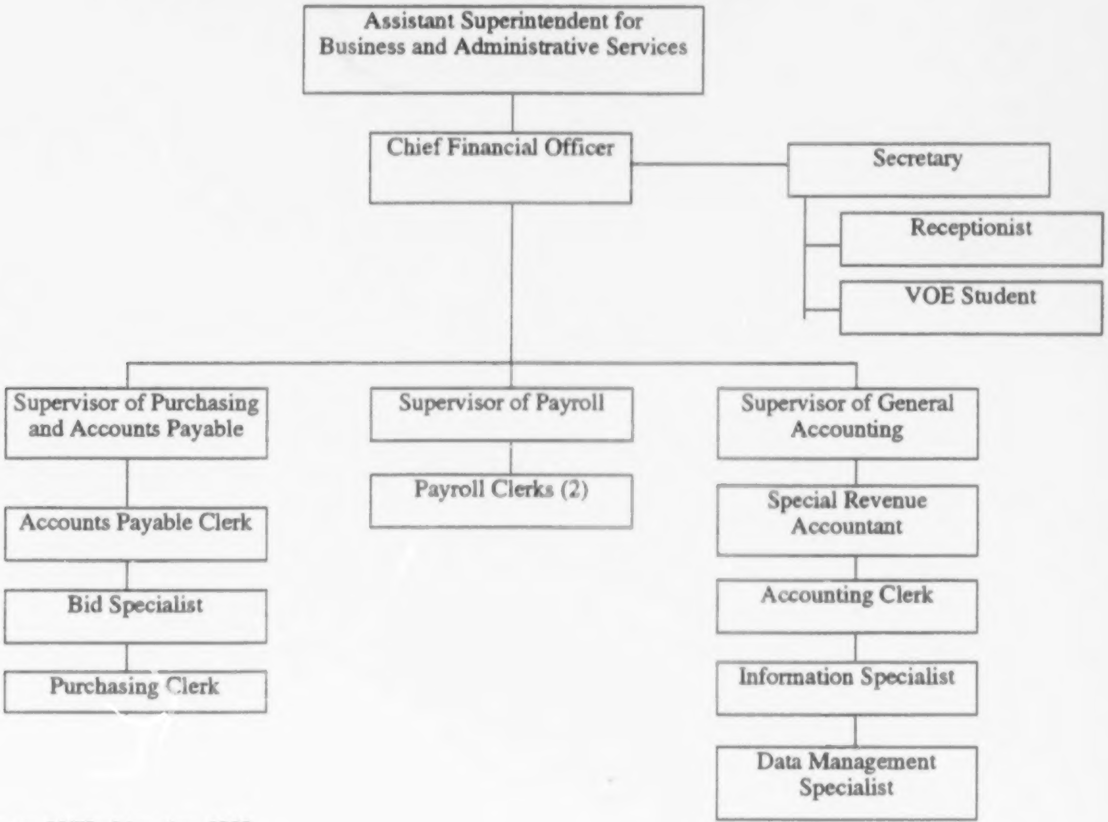
Exhibit 8-5
Proposed Personnel Changes for the
PAISD Business Office

Recommendation	New Duties
Reclassify the CFO position to include only financial and accounting functions.	This position should provide general oversight of all accounting functions in addition to being responsible for cash forecasting and the investment of district funds. Assigning the cash and investment functions to this position would place these functions at a high level in the organization and improve internal controls associated with cash.
Reclassify the business operations auditor as a special revenue accountant in the Business Office and assign grant fund and food service accounting functions to this position.	This position should be responsible for all grant fund accounting and food services accounting, therefore providing better separation of duties in the grants accounting functions.
Reclassify the financial auditor as supervisor of General Accounting.	This position should provide daily oversight of general accounting functions, communicate and coordinate with the grants coordinator in the administration and accounting of grant funds, perform cash transfers between bank accounts, and monitor cash accounts. These changes would provide for better separation of duties in the cash handling/investing area.
Transfer the accounting clerk from Accounts Payable to General Accounting.	The duties for this position should be expanded to monitor student activity funds and provide more oversight of student activity fund accounting, while providing training to school personnel responsible for these funds.
Transfer the information specialist to the General Accounting section.	The basic duties of this position should remain the same, but internal controls would be increased by assigning all data entry for disbursements including manual checks to the Accounts Payable section and by assigning the bank reconciliation functions currently performed by the financial auditor to this position.
Transfer the data management specialist to the General Accounting section.	The duties for this position should remain unchanged, but placing this position in the General Accounting section improves this position's support and oversight.

Source: MGT of America, Inc., 1998.

A proposed organizational chart is shown in **Exhibit 8-6**.

Exhibit 8-6
Port Arthur Independent School District
Proposed Organizational Chart for the Business Office


Assistant Superintendent for Business and Administrative Services
Chief Financial Officer
Secretary
Receptionist
VOE Student
Supervisor of Purchasing and Accounts Payable
Supervisor of Payroll
Supervisor of General Accounting
Accounts Payable Clerk
Bid Specialist
Purchasing Clerk
Payroll Clerks (2)
Special Revenue Accountant
Accounting Clerk
Information Specialist
Data Management Specialist

Source: MGT of America, 1998.

B. *FISCAL OPERATIONS*

A district's fiscal operations control the collection, disbursement, and accounting of federal, state, and local funds. An effective fiscal operation employs detailed policies, procedures, and internal controls to processes the district's daily business transactions efficiently and provide accurate, complete, and timely information to the administration and board to facilitate decision-making.

CURRENT SITUATION

The CFO, who reports to the superintendent, is responsible for the day-to-day management of PAISD's accounting functions, including: accounts payable; payroll; cash management, including investments, deposits, and bank reconciliations; fixed-asset accounting; property tax collections; federal and state compliance reporting; and general ledger maintenance.

Since 1996, the district has used the Comprehensive Information Management for Schools (CIMS) automated financial system to track and record the district's financial activities. The CIMS financial system includes modules for accounts payable, payroll, and general ledger.

FINDING

The Business Office does not have a formal procedures manual to document and govern its operations. In anticipation of TSPR's performance review, the CFO directed a Business Office employee to compile a procedures manual, but this document is largely made up of job descriptions for positions in the Business Office.

Prescribed routines are needed to ensure that work done by one individual is checked automatically by the results reported by other individuals, in line with good internal control practices. Documented procedures provide a system of checks and balances used by an organization to detect errors or losses and correct them in a timely manner.

Good procedures do not necessarily need to be incorporated in a formal document, but rather a simple, easy-to-understand description of how functions such as paying bills, depositing cash, and transferring money between funds are to be handled. Writing or revising a procedures manual is a good opportunity to determine whether adequate controls are in place. In addition, having such a manual facilitates smoother turnover in staff.

The first step in developing an effective procedure manual for an internal accounting control system is to identify those areas needing adequate internal controls. **Exhibit 8-7** provides a checklist of areas and objectives to consider when planning or evaluating an internal control structure.

Exhibit 8-7
Internal Control Checklist

Area	Objectives
Cash receipts	To ensure that all cash intended for the organization is received, promptly deposited, properly recorded, reconciled, and kept under adequate security.
Cash disbursements	To ensure that cash is disbursed only upon proper authorization of management, for valid business purposes, and that all disbursements are properly recorded.
Petty cash	To ensure that petty cash and other working funds are disbursed only for proper purposes, are adequately safeguarded, and properly recorded.
Payroll	To ensure that payroll disbursements are made only upon proper authorization to *bona fide* employees, that payroll disbursements are properly recorded, and that related legal requirements (such as payroll tax deposits) are met.
Grants, gifts, bequests	To ensure that all grants, gifts, and bequests are received and properly recorded, and that compliance with the terms of any related restrictions is adequately monitored.
Fixed assets	To ensure that fixed assets are acquired and disposed of only upon proper authorization, are adequately safeguarded, and properly recorded.

Source: Effective Internal Accounting Control for Nonprofit Organizations: A Guide for Directors and Management, Price Waterhouse, 1997.

Recommendation 94:

Document accounting and financial processes and develop an administrative procedures manual.

The Business Office should develop a detailed accounting and financial procedures manual that describes in detail the process steps for each critical function. Examples include transaction postings, month-end closings, preparation for cash disbursement (accounts payable), and payroll processing.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent directs the CFO to develop a formal procedures manual for the Business Office.	July 1998
2. The CFO requires all employees to develop procedures for their duties, expanding and adding more detail to the job descriptions developed for this review.	July 1998
3. The CFO and the supervisor of General Accounting compile a manual containing all board-approved policies as applicable to the district's budget and finance functions.	August 1998
4. The CFO reviews all procedures submitted by staff and compiles a single procedures manual, incorporating all applicable board-approved policies.	October 1998
5. The CFO distributes the policies and procedures manual to all Business Office staff and conducts training or cross-training for all functions.	November 1998
6. The CFO reviews the manual on a periodic basis and keeps it updated.	Ongoing

FISCAL IMPACT

No cost would be associated with this recommendation.

FINDING

PAISD receives and deposits cash and checks in various ways. Since October 1997, a contracted armored car service picks up cash and checks daily from each school and transports them to the bank. Other school receipts are sent by way of district courier to the central office where they are stored, processed, and deposited in the bank. Some deposits are received through the U.S. Mail at the district central offices, and then routed to as many as three different individuals for processing. On a monthly basis, these deposits average $23,000.

The individuals at the central office who may receive deposits are listed in **Exhibit 8-8** below.

Exhibit 8-8
Port Arthur Independent School District
Deposit Processes

Position	Type of Deposit	Process
Receptionist	All deposits received through the U.S. mail	Sorts and distributes to various individuals in the central office
Receptionist	Receipts for facility rental and copy charges for open records requests	Fills out paperwork; forwards checks to Payroll bookkeeper for processing
Secretary to CFO	Receives large receipts such as property tax remittances, and other sources of funds	Logs receipts in log book and forwards to financial auditor for deposit
Secretary to CFO	Miscellaneous receipts such as activity fund revenues	Does not log; forwards to financial auditor for deposit
Financial Auditor	Receives most deposits from various individuals in the district	Takes deposits to the bank and forwards paperwork to the Accounting clerk to be posted to the accounting system
Grants Coordinator	Grant funds	Records and posts to the general ledger; serves as backup to the financial auditor in transporting deposits to the bank

Source: PAISD job descriptions and interviews with district employees, 1998.

Deposits received at the central office from school sites are stored in the central office in an unsecured vault in tamper-proof, clear plastic bank bags, along with the corresponding paperwork from the school sites. Deposits are stored in the vault until the payroll clerk has time to process them. Because these deposits are left in the vault for what may be long periods of time, and because the paperwork associated with them is included in the same bank bag, incidents of loss could not be detected because no paper trail exists. This practice also results in lost interest revenue since money that could be drawing interest is sitting in the district's vault. In addition, when checks are logged upon receipt, the district has no follow-up step to ensure that all deposits received by the district are actually deposited in the bank.

Recommendation 95:

Streamline the district's deposit procedures to reduce the number of individuals handling cash and checks and reduce the amount of time that deposits are held in district offices.

The CFO should assign deposit preparation activities to a single individual in Business Office to reduce the number of individuals handling cash. School sites should submit deposits directly to the bank by way of the armored-car service and submit the associated documentation to the Business Office for posting and reconciliation.

The district should amend its agreement with the armored car service so that the central office is included in the daily bank run, thus eliminating the need for a district employee to make trips to the bank with large deposits.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO instructs the accounting clerk to prepare all deposits processed by the Business Office.	July 1998
2. The CFO develops formal procedures for handling cash deposits for the entire district and distributes them to district employees.	August 1998

FISCAL IMPACT

No cost would be associated with this recommendation. However, a streamlined deposit process will result in faster bank deposits and could result in increased interest income.

C. BUDGETING

CURRENT SITUATION

PAISD's budget function has undergone dramatic changes in the last year. To begin with, the former superintendent for business and the former controller maintained a centrally controlled budget process, with schools and departments having little or no input. The level of input into the budget process varied by department, but for the most part school and department budgets were controlled and maintained centrally.

The former superintendent for business and controller resigned from the district in April 1997 and the new CFO joined the district in July 1997. During the interim period between, a private consultant was hired to prepare the 1997 budget. In contrast to practices of prior years, schools and departments were brought into the budget process for the first time. Department heads, program coordinators, and school principals were charged with preparing their own budgets.

FINDING

The board has not closely monitored the budget development process in the past. Although the current CFO has attempted to revise the process, the district lacks a comprehensive, formal budget development process that clearly links expenditures to goals and priorities established by the board. Since the district has no ongoing strategic planning process, clear priorities for expending district funds are not evident.

In addition, department and school budget expenditures have exceeded formally adopted budgeted amounts. This lack of control and accountability for budget administration and district spending goes against the following board policies:

> No public funds of the district may be spent in any manner other than as provided for in the budget adopted by the board. The board shall have the authority to amend the approved budget or to adopt a supplementary emergency budget to cover necessary unforeseen expenses.

Copies of any amendment or supplementary budget must be prepared and approved by the board in accordance with state board rules. Although recent changes implemented by the CFO require all budget changes to be reported to the board on a monthly basis, they are reviewed and approved by the board only after they have taken place. This practice is in violation of the Texas Education Code, Section 44.006(a), which states that no public funds may be expended in any manner other than as provided for in an officially adopted budget.

The district's Comprehensive Information Management for Schools (CIMS) automated financial system has a budgetary control system whereby departments and school sites are prevented from entering purchase order information that exceeds their existing budgets. However, payments that are made without purchase orders, such as purchases of subscriptions, certain employee reimbursements, emergency supplies, and memberships, allow budgeted expenditures levels to be exceeded in any given category.

The CIMS accounts payable system also has controls that could prevent check issuance if expenditures exceed a budgeted amount. These controls automatically reject payment of items when approved budgeted amounts are exceeded, and prevent beginning budget amounts from being altered after the final budget has been approved. However, PAISD has chosen not to use these controls. Instead, the accounts payable clerks issue checks and then notifies departments and school sites that they must submit budget amendments to clear up budget deficits.

Many districts provide a comprehensive budget preparation and training program for all district employees responsible for budgeting functions, including department heads, the superintendent, assistant superintendents, board members, principals, and Business Office staff. Several agencies provide this type of training, including professional organizations such as the Texas Association of School Business Officials (TASBO), the Government Finance Officers Association (GFOA), and the Texas Association of School Boards (TASB).

Recommendation 96:

Activate safeguards to prevent budget overexpenditures without approved budget amendments and provide training for all parties involved in the process.

The Budget Office should activate the CIMS automated financial system feature to prevent overexpenditures of department and school budgets. All necessary budget amendments should be formally adopted by the school board and recorded in the board minutes prior to the expenditure of funds.

Training should be provided to district personnel to manage their own funds. In addition, the Business Office staff should provide detailed budget training at the beginning of the budget cycle for all employees preparing budgets.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO, along with the director of Computer Services, activates controls in the CIMS system to prevent changes from being made to beginning budget balances and to prevent expenditures in excess of authorized budgets.	August 1998
2. The CFO ensures that all district employees responsible for monitoring budgets submit budget amendments through formal channels before disbursements are authorized.	September 1998 Ongoing

1. The CFO contacts such organizations as TASBO, GFOA, and TASB and prepares budget training tailored to PAISD's needs.	September 1998
2. The board and appropriate district personnel attend budget training.	November 1998 Ongoing

FISCAL IMPACT

No cost would be associated with amending the district's budget process and modifying the financial system to enhance budgetary controls.

Budget training can be provided by external agencies for a fee ranging from $200 to $400 per person, depending upon the length of the training session. An estimated 40 participants at $300 each would result in a one time cost of $12,000. Other positions in the district could take the seminar with funds already budgeted for training purposes, including the Board of Trustees and the superintendent.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Develop a policy to create an improved budget process	($12,000)	$0	$0	$0	$0

FINDING

School district budgets are generally considered to be the financial plan a school district follows to achieve its goals and objectives. Budgets reflect public choices about school district priorities among a wide range of activities, and communicate how a school district has acquired and used its resources. In its current format, PAISD's official budget document does not communicate this information to the public.

PAISD's annual public budget document contains the sections outlined in **Exhibit 8-9**.

Exhibit 8-9
Port Arthur Independent School District
Budget Document Organization

Section	Description of Contents
Revenue	Computerized listing of all revenues anticipated for the fiscal year; listing is not organized as to source of funds
Salary and Equipment	Salary schedules for employees having bachelors, masters, and doctorate degrees; contains no information regarding equipment
Superintendent	Computerized listing of anticipated expenditures for the cost centers of Superintendent, School Board, and Community Relations, including the Print Shop
Instruction	This section makes up the majority of the budget document and consists of computerized listings of budgeted expenditures for each school site
Personnel	Computerized listing of budgeted expenditures for the Personnel Department
Business	Computerized listing of budgeted expenditures for the business departments of Business Office, Tax Collection Costs, Transportation, Computer Services, Maintenance, and Memorial Stadium

Source: PAISD budget document, 1997.

Each of the schedules contained in the budget document are computer-coded so that it is not apparent to the reader to which department or location the report applies. **Exhibit 8-10** shows an excerpt from a typical report contained in PAISD's budget document.

Exhibit 8-10
PAISD
Sample Report from Annual Budget Document

Port Arthur ISD
1998-98
Expenditures by Location

Campus	Internal Account Number	Account Title	Beginning Budget	FTE Amount
951	19911611922951811000	Reserve Contingency	$233.403.00	.0000
	19911614122951811000	FICA	$30.600.00	.0000
	19911614322951811000	Workman's Compensation	$2.028.00	.0000
	1991163270095181100	Textbooks/Supplemental	$10.000.00	.0000

Source: PAISD Annual Budget, 1997-98.

As shown in the chart, it is not possible for the reader to determine that Campus 951 is the Curriculum and Instruction Department without referring to an account listing contained in the last section of the document. Furthermore, there is no table of contents, introduction, or message from the superintendent in the document. It has no summary information to guide the reader through the district's financial structure.

Other districts provide budget information in their public document that includes comparative data between fiscal years for items such as:

- administrative, staff, and faculty FTEs.
- summary at the object code level by campus or department rather than detail transactions.
- campus demographic information (ethnicity, economic status, dropout rates, etc.).
- enrollment data.

Exhibit 8-11 provides a sample presentation of selected budget data for a high school.

Exhibit 8-11
Sample Presentation of Budget Data
Sample High School

Position Information for Full Time Equivalents (FTEs)

Position	FY 1997-98 Budget	FY 1996-97 Actual	Increase (Decrease)
Teachers	59.9	58.9	1.0
Counselors	3.0	3.0	-0-
Principal/Assistant Principals	4.0	4.0	-0-
Teacher Aides	6.0	6.0	-0-
Clerks	5.0	6.0	(1.0)
Food Service	7.0	6.0	(1.0)
Custodial/Other Staff	8.0	8.0	-0-
Total	**92.9**	**91.9**	**1.0**

Budget Data by Function

Function	FY 1995-96 Actual	FY 1996-97 Budget	FY 1996-97 Estimated	FY 1997-98 Budget	Percent Increase (Decrease)
Instruction	$500,000	$510,000	$515,000	$520,000	2%
Instructional Administration	120,000	118,000	125,000	130,000	10%
School Administration	90,000	100,000	105,000	115,000	15%
Etc.	1,000,000	1,100,000	1,105,000	1,120,000	2%
Total	**$1,710,000**	**$1,828,000**	**$1,850,000**	**$1,885,000**	**3%**

Student Data (1997-98)

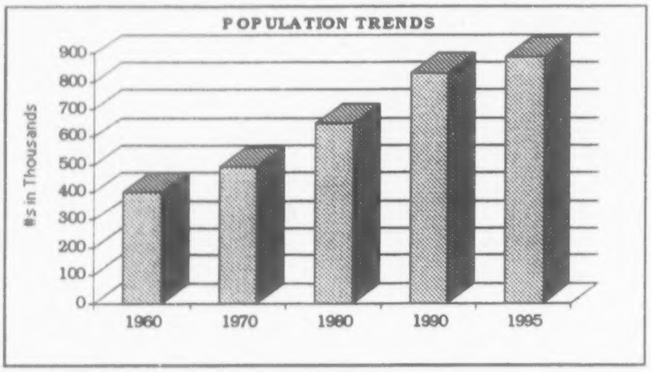
Total Enrollment	1,007	At-Risk	68%
Ethnicity		Limited English (LEP)	15
Hispanic	94%	Mobility Rate	45
White	4	Attendance Rate	90
Asian	1	Dropout Rate (Gr. 9-12)	8
Free/Reduced Lunch	21	Graduation Rate	60
Special Education	3	Honors Classes	12

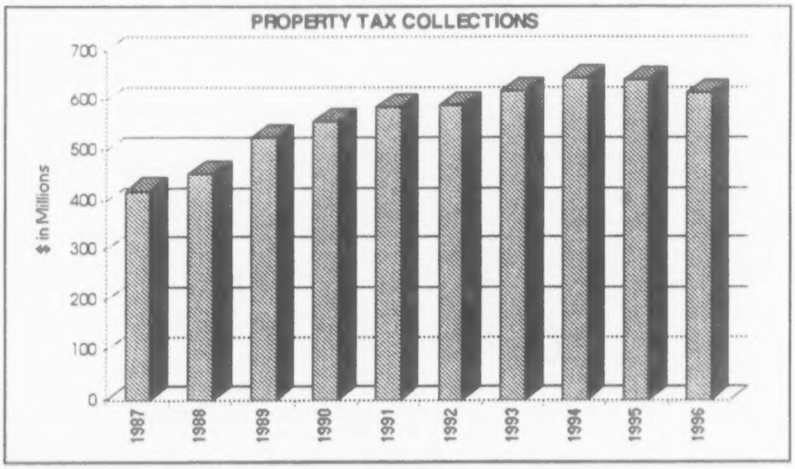
Source: MGT of America, 1998.

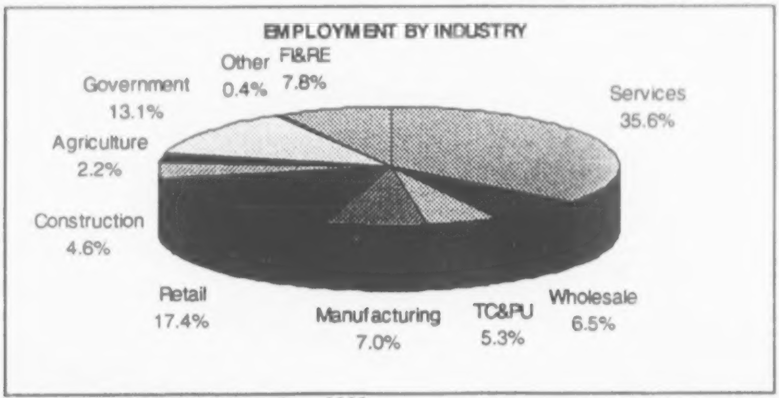
BEST COPY AVAILABLE

In addition, other districts include area demographic information in their budget documents so that the reader may obtain a fuller understanding of the factors and influences affecting board planning and budgeting decisions. Examples include population trends, employment by industry information, major employers, unemployment rates, and countywide property tax assessments and collection rates. Much of this information can be obtained from the county or from the local and state Chambers of Commerce. **Exhibit 8-12** displays examples of how such data could be presented.

Exhibit 8-12
Sample Presentation of Demographic Data







Source: MGT of America, Inc., 1998.

Recommendation 97:

Revise the format of the official budget document to include extensive, user-friendly information.

PAISD's budget is a public document that should present financial information in an easy-to-understand format that provides relevant budget and performance data for the district's stakeholders. The budget document should provide vital information to the Port Arthur community and increase the district's accountability to its citizens.

The budget document should present consolidated revenues by both fund and source, appropriated expenditures by both fund, function, object, and summarized presentations of property tax data and enrollment projections.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO begins collecting sample budget formats from various exemplary school district in Texas. In addition, information received through budget training sessions is considered. August 1998
2. The CFO, superintendent, board, and Budget Advisory Committee determine the appropriate format for PAISD's budget. September 1998
3. The CFO assigns the appropriate staff the responsibility of gathering budget information and preparing worksheets, graphs, and tables to be included in the budget document. October 1998
4. The CFO prepares a district budget using the new format. June 1999

FISCAL IMPACT

No cost would be associated with this recommendation.

D. PAYROLL

School districts require accurate and detailed payroll accounting to ensure that employees are paid for their services promptly and correctly. In addition, payroll accounting fulfills legal requirements under federal and state laws for withholding federal income, social security, and unemployment taxes. Accurate records pertaining to the amount of employee time devoted to specific program functions also affects the level of funding a district can receive under many federal and state programs. Furthermore, accurate payroll data is important to managing and planning for district activities, since it is typically the largest category of expense in a school district.

CURRENT SITUATION

PAISD's Payroll Department is staffed with a supervisor and two bookkeepers. In addition, the data management clerk, who reports to the secretary to the CFO, works closely with the department in establishing and monitoring personnel records for the proper payment of district employees. Payroll staff rely on the Administrative and Support Services Department for employee information needed to prepare payroll checks.

FINDING

In 1995, PAISD purchased an electronic timekeeping system called KRONOS. The system tracks employee attendance through magnetically encoded identification badges that are "scanned" into timekeeping machines located at all schools and most district offices or through "clocking in" using a computer terminal connected to the KRONOS system. The system is used to calculate the number of hours worked each day by hourly employees, and to identify absences for professional employees.

However, some hourly employees are not set up properly in the KRONOS system. Some employees with regularly scheduled one-hour lunch breaks are set up in the KRONOS systems as having only 30-minute lunch breaks. This causes the automatically generated KRONOS time sheets for these employees to be incorrect. Time-keepers are then forced to manually calculate correct information, compare it to information generated by the KRONOS system, and amend the KRONOS timesheets to reflect the actual time worked. As a result, some managers report that using KRONOS to calculate hourly employees' time records takes longer than what was required when it was performed manually.

Currently, the Computer Services Department is responsible for developing policies regarding the KRONOS system and its use. However, the Department of Administrative Services is responsible for establishing and administering personnel leave policy, which goes hand in hand with KRONOS policy. The Computer Services Department's approach to administering procedures for KRONOS focuses on the technical issues involved and not necessarily on accountability issues. Some employees are not properly accessing the system.

Recommendation 98:

Transfer responsibility for setting and enforcing KRONOS policy to the Administrative Services Department.

Administrative Services should establish and enforce clear policies that require all district employees to use the KRONOS system. The Computer Services Department should make it a top priority to program the KRONOS system so that the district can take advantage of the system's full capabilities and to cut down on the amount of manual recalculations made by district time-keepers.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent transfers KRONOS responsibility and authority to the Administrative Services Department to establish procedures that require all district employees to use the KRONOS system.	July 1998
2.	The CFO and the director of Computer Services coordinate to reprogram the KRONOS system to adequately account for hourly employees' time.	August 1998
3.	The CFO issues the timekeeping procedures including disciplinary measures for employees who do not use the system properly.	September 1998

FISCAL IMPACT

No cost would be associated with this recommendation.

E. TAX COLLECTIONS

Local property taxes provide a significant source of revenue for school districts. Over 61 percent of PAISD's revenues come from local sources, amounting to $41.9 million in 1996-97 (**Exhibit 8-1**).

CURRENT SITUATION

PAISD contracts with the Jefferson County Tax Assessor/Collector for property appraisal and for the assessment and collection of taxes from property owners. The 1996-97 tax levy for PAISD was $38,559,512, of which $2,897,450 was delinquent at years end. The collection rate for the year was 92.5 percent. The tax levy for 1997-98 is $37,211,441. According to district officials, this reduced levy is partly because one of Port Arthur's largest corporate property taxpayers filed suit against the County Tax Assessor/Collector in 1997, disputing the assessed value of corporate property. The settlement resulted in a reduction in what was paid to the district.

Exhibit 8-13 compares PAISD property tax information to state averages.

Exhibit 8-13
PAISD Property Tax
Versus State Averages

	PAISD	State
Total Adopted Tax Rate (1996)	$1.489	$1.430
Standardized Tax Rates		
Maintenance and Operations	$1.520	$1.313
Interest and Sinking	$.0.000	$0.185
Total	$1.520	$1.498
Local Tax Base		
Value (after exemptions)	$2,303,398,059	$661,158,718,032
Value Per Pupil	$198,723	$172,673

Source: Texas Education Agency, 1998.

FINDING

The Jefferson County Tax Assessor/Collector remits PAISD's share of property taxes once a week when the total amount of taxes collected for the week is under $100,000. When the amount exceeds this level, a check is immediately cut and forwarded to the district. PAISD has a special arrangement with the district to wire funds directly to its Lone Star account when tax collections exceed $1 million on any given day between January and mid-March. During January and February 1998, Jefferson County collected $29,422,761 for PAISD, of which $24,754,149 was directly wired to Lone Star.

Jefferson County hand carries checks to its Port Arthur office through the County Sheriff's Department, after which they are picked up by the district and eventually deposited in the bank. The county also provides a computer printout for each batch of checks, and completes a report at the end of each month.

Although the county engages the Sheriff's Department for purposes other than delivering PAISD tax checks, the process of picking up checks and depositing them can take several days and requires the involvement of several individuals. Jefferson County indicated that all deposits could be wire transferred, but it might require additional equipment and costs.

Recommendation 99:

Request that the Jefferson County Tax Assessor/Collector remit all tax collections through wire transfers or other electronic means.

The district should submit a formal request to the Jefferson County Tax Assessor/Collector to remit all tax collections to the district through wire transfer or other electronic means. If the county requests additional fees for this service, the district should evaluate whether these fees are less than the additional interest income generated by expediting deposits.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent, along with the CFO, meets with the Jefferson County Tax Assessor/Collector to request that all tax submissions be made using electronic fund transfers.	July 1998
2. The CFO should evaluate whether fees for additional electronic transfers exceed increases in interest.	August 1998

FISCAL IMPACT

This recommendation can be implemented with current resources. Additional interest could result from expediting deposits, but this could be offset by increased fees for wire transfer services.

PORT ARTHUR

[illegible]

MANAGEMENT INFORMATION SERVICES AND EDUCATIONAL TECHNOLOGY

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 9

MANAGEMENT INFORMATION SERVICE AND EDUCATIONAL TECHNOLOGY

This chapter reviews PAISD's management information services (MIS) and educational technology support functions in three sections:

A. Organization and Staffing
B. Infrastructure
C. Staff Development

School district MIS responsibilities vary; some MIS units support only administrative functions, while others support instructional functions as well. Generally, MIS units are responsible for the district's technology infrastructure, including the implementation, support, and management of the district's wide area network, if one exists; support for local area networks in schools and administrative offices; and sometimes support for the telephone system as well.

MIS units that support instruction usually administer the technology allotment funds provided by the state. In addition, MIS staff often provide guidance in developing grant applications for technology-related projects, and take a leadership role in technology-related training.

A. ORGANIZATION AND STAFFING

To achieve its technology goals, a school district must have an organizational structure in place that creates the best possible environment for implementing and supporting technology.

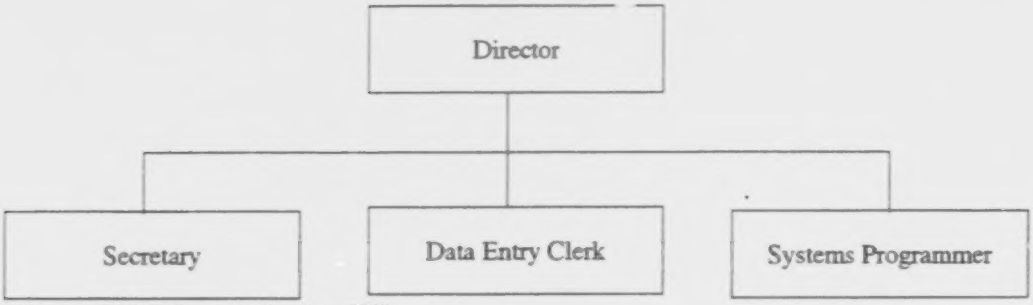
The ideal administrative technology and MIS organization understands and supports the entire range of information resources and services it provides. This begins with a clearly defined mission, goals, and organizational structure; an understanding of who owns and uses each segment of data; well-defined development procedures for designing new applications; a customer service orientation that constantly seeks to meet customer needs; and a well-defined plan to be followed to meet these goals.

The ideal instructional technology support organization is familiar with school operations and technologies used for instructional purposes; technology-oriented instructional materials; networks used for instructional purposes; and technology-related training. It also should be very closely associated with the curriculum to ensure that all instructional technology initiatives aid the teaching and learning process.

CURRENT SITUATION

PAISD's Department of Computer Services has four staff members including a director, a secretary, a data entry clerk, and a systems programmer (**Exhibit 9-1**).

Exhibit 9-1
Current Organization Structure
Department of Computer Services



Source: PAISD Computer Services, 1998.

The director started the Computer Services Department in 1989-90. At that time, it was a two-person shop: the director and a secretary. Before that time, PAISD had contracted with the Region V Education Service Center in Beaumont for its administrative computing support.

With the creation of the Computer Services unit, PAISD terminated its contract with Region V and installed 17 small AS/400 computer systems in schools and other locations across the district. The Comprehensive Information Management for Schools (CIMS) software system was acquired to run on the AS/400s and provide automated attendance, grade reporting, and scheduling. During 1991-92, a programmer was added to the staff.

In 1994, the district replaced the smaller AS/400s with an AS/400 310. Connections from the new AS/400 to every school and administrative office were installed to provide access to the host processor. Much of the CIMS software in use at that time was customized to fit the district's special needs. More recently, the district has made an effort to phase out the customized software because it presents problems when it is necessary to implement software upgrades.

The current goals of the Computer Services unit are to:

- continue to support and provide training for all administrative software users;
- provide Internet access throughout the district through a wide area network (WAN);
- replace the existing 56KB communications lines with T1 connections to schools and administrative offices;
- train technology aides at school sites;
- support all school local area networks (LANs);
- provide PC support to the district;
- provide technical assistance for grant writing;
- monitor all equipment purchases; and
- apply for "E-rate" funds ("education rate" funds from the Universal Service Fund created by the Federal Communications Commission) to facilitate the implementation of enhanced telecommunications capabilities.

FINDING

In recent years, PAISD has shown a strong interest in using technology for instructional purposes. For example, PAISD has had a Technology Committee for several years. A technology committee that is representative of the entire district is an essential ingredient to using technology effectively. Although PAISD has had such a committee for several years, it has recently reconstituted the committee in an effort to make it more effective.

The current committee is co-chaired by the chief financial officer and the assistant superintendent for Curriculum and Instruction. More than 30 people were invited to become members of the Committee. The first meeting of the newly formed Committee was held in mid-February 1998.

PAISD's individual schools have undertaken a number of technology initiatives, including computer labs and a variety of classroom-based computers in the two schools participating in the Academics 2000 program. To support its technology program, the district has actively sought grants and developed a Technology Plan. Despite the district's strong interest in technology, however, PAISD has no districtwide coordination of instructional technology. In practice, no one individual or group is responsible for:

- advising schools regarding effective strategies and helpful educational resources;
- providing expert advice on classroom uses of technology;
- serving as the primary instructional technology support resource for the Technology Committee;
- coordinating districtwide teacher training;
- leading the effort to implement various technology standards in schools;
- guiding network implementation efforts to ensure that PAISD's WAN and LANs satisfy instructional needs;
- monitoring the adequacy of district technology support; or
- facilitating the acquisition of instructional software by schools.

In responses to TSPR's opinion surveys, both principals and teachers overwhelmingly rated the district's support of instructional technology as inadequate; 69 percent of teachers and 80 percent of principals indicated that this support needs improvement.

As technology becomes more pervasive, its use in the classrooms of PAISD and elsewhere is growing rapidly. Computer networks are becoming a necessity, as is network support and assistance. Similarly, as schools acquire more technology, they face an increasing need for assistance with hardware acquisitions. These and other factors necessitate closer coordination of PAISD's instructional technology support if everyone that needs service or assistance is going to be able to get that service or support in a timely and effective manner.

Computer networks are playing an ever-increasing role in educational computing. Today, schools everywhere are aggressively seeking to obtain access to the Internet. District technical support employees must understand how to effectively deploy and support networks that provide instructional capabilities, which have requirements that differ from those of networks that primarily support administrative functions. Moreover, instructional technology personnel need direct access to the persons who provide network support because this is likely to be the most critical technology support function in the future.

Recommendation 100:

Create and fill an instructional technology coordinator position within the Computer Services unit.

While technological support would be enhanced by placing the coordinator in Computer Services, it is imperative that this person maintain close ties with the Instructional Department. One way of ensuring this would be for the coordinator to participate regularly in meetings with curriculum supervisors or other Instructional Department staff. This would ensure that the strategies and initiatives being employed by the Instructional Department receive appropriate support and that communications are effective.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. With the approval of the Board of Trustees, the superintendent creates a new position of instructional technology coordinator. June 1998
2. The director of Computer Services, with the help of two or three members of the Technology Committee, prepares a job description for the coordinator, advertises the availability of the position, interviews the top candidates, and selects the most qualified individual to fill the position. June-July 1998
3. The assistant superintendent for Administrative Services ensures the instructional technology coordinator position is filled. August 1998

FISCAL IMPACT

The annual cost for a new instructional technology coordinator position is estimated at approximately $47,200, based on a salary of $40,000 plus benefits of 18 percent.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Create and fill an instructional technology coordinator position	($47,200)	($47,200)	($47,200)	($47,200)	($47,200)

FINDING

As already noted, PAISD's technology support is not centralized. The Computer Services unit provides support for administrative technology, including applications software support, user assistance and training, network implementation and management, and technical support for the Texas Education Agency's (TEA's) Public Education Information Management System (PEIMS).

A computer repair technician is housed in the Maintenance Department. The technician responsibilities include:

- maintenance of the AS/400;
- maintenance and support of the 140 AS/400 workstations;

- maintenance and support for software and hardware updates for district PCs;
- installation of cabling for data and voice communication networks;
- installation, testing and maintenance of Internet support equipment (e.g., switches, routers, and hubs); and
- installation, testing and maintenance of dedicated telephone circuits for fax machines and modems.

The responsibilities of the computer technician are closely related to those of Computer Services, particularly the ongoing and planned network efforts. In fact, because this role significantly affects the work of the Computer Services on a regular basis, the technician is invited to join weekly Computer Services staff meetings.

Recommendation 101:

Transfer the computer repair technician to the Computer Services unit.

This consolidation of support personnel will allow the district to more effectively support all aspects of technology.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. With the concurrence of the board, the superintendent issues a directive that transfers the computer repair technician to Computer Services. June 1998

2. The superintendent transfers the computer repair technician to Computer Services. July 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Computer Services has only one technical support position. Responsibilities assigned to this position include support of the AS/400 administrative applications, network installation and management, and implementation and administration of the PAISD website. While this employee spends most of their available time dealing with networking and the Internet, he cannot provide all the network support that is needed. This lack of resources will become acute once the district WAN is in place. Consequently, school personnel receive very little advice and guidance in implementing schoolwide networks. Moreover, when this person is out of the office due to illness, vacation, or business travel, no one can perform his duties.

Unless a new network support specialist is added to the staff, PAISD will be unable to provide adequate network support to its administrative offices or schools.

Recommendation 102:

Create and fill a network support specialist position.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. With the concurrence of the Board of Trustees, the superintendent creates a new network support specialist position.	June 1998
2. The director of Computer Services, working with the systems programmer, prepares a job description for the network support specialist; advertises the position; interviews the top candidates; and selects the most qualified individual to fill the position.	June - August 1998
3. The assistant superintendent for Administrative Services ensures the network support specialist position is filled.	September 1998

FISCAL IMPACT

The annual cost for a new network support specialist position would be approximately $45,500, based on a salary of $35,000 and benefits of 30 percent.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Create and fill a network support specialist position	($45,500)	($45,500)	($45,500)	($45,500)	($45,500)

FINDING

Including Title I funds PAISD spends more than $152,000 annually on two instructional computer maintenance contracts, one for all Apple computers, and one for IBM compatible computers. TSPR analyzed the district's computer inventories and found that 1,140 of the district's instructional computers are covered under a maintenance contract, out of a total of 2,230 computers. Older computers are not included because it was not cost effective to place them on the contract. In the event one of these computers breaks down, a decision is made to dispose of the computer or to contract out the repairs. Thus almost 1,000 instructional computers are not covered by the maintenance contract.

The contracts are with Bringing Better Service, Inc. (BBS) for IBM compatibles and School Vision for Apples. The BBS contract expires this year and will be put out for bid this summer. The existing contract with BBS is for $56,054 annually. Additional purchase orders for work on machines outside the contract brought the total paid to BBS to $59,957.

TSPR found that staff reactions to the maintenance contractor are mixed at best. Some school officials find the service adequate, but others contend that the contractor's support is not comprehensive enough to meet their needs, and further report that the contractor often is slow to respond to service calls. Furthermore, even those who are satisfied with the contractor's service believe that in-house repair personnel would serve the schools more effectively and more quickly.

Recommendation 103:

Reduce the size of the computer maintenance contracts and hire two computer repair technicians to provide districtwide repair support.

PAISD should reconsider bidding the IBM compatible service contract this summer, and instead hire one computer repair technician to perform in-house repairs.

Next year when the Apple contract expires the district should hire another technician capable of repairing Apple computers.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. With the approval of the Board of Trustees, the superintendent creates a new computer repair technician position.	June 1998
2. The director of Computer Services, working with the existing computer repair technician, prepares job descriptions for the new position, advertises it, interviews the top candidates, and selects the most qualified individual to fill the position.	June - August 1998
3. The assistant superintendent for Administrative Services ensures that the selected individuals are hired.	September 1998
4. As the Apple service contract expires, the assistant superintendent for Administrative Services should hire a repair technician for the Apple Computers.	August 1999

FISCAL IMPACT

The annual cost for one new computer repair technician would be approximately $39,000, based on a salary of $30,000 and benefits of 30 percent. Parts are estimated at $10,000 for IBM compatibles today and $10,000 for Apple computers in the future. If the existing maintenance contract for IBM compatible computers was not renewed the district could save $56,000, for a net savings of approximately $7,000 in the first year. The following year, a second technician is hired for $39,000 and the Apple contract is not renewed or is partially renewed for a savings of approximately another $10,000. The exact amount of savings will depend on the degree to which the district decides to reduce the current contract.

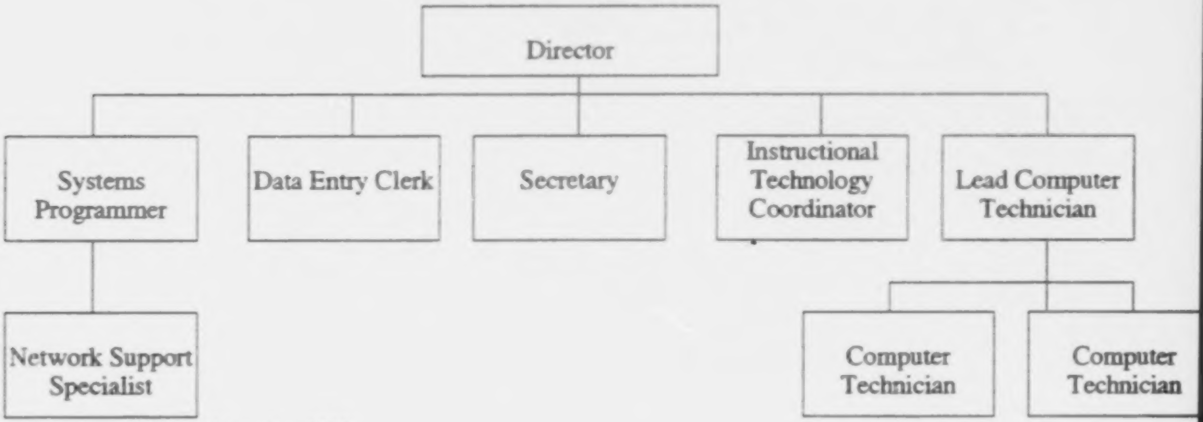
Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Reduce computer maintenance contracts and hire two computer repair technicians	$7,000	$17,000	$17,000	$17,000	$17,000

SUMMARY OF ORGANIZATIONAL CHANGES

When the preceding recommendations are implemented, a total of five new positions will have been added to Computer Services, four new hires and one transferred into the department. With the addition of these positions, its current organizational structure will need to be revised and its mission and responsibilities broadened.

The new organizational structure shown in **Exhibit 9-2** would allow the unit to more effectively support district technology. Given its expanded responsibilities and new structure, the unit should be given a new name, such as the Department of Information Services.

Exhibit 9-2
Proposed Organizational Structure
Department of Information Services


Director
Systems Programmer
Data Entry Clerk
Secretary
Instructional Technology Coordinator
Lead Computer Technician
Network Support Specialist
Computer Technician
Computer Technician

Source: MGT of America, 1998.

B. INFRASTRUCTURE

Infrastructure is the underlying system of cable, phone lines, hubs, switches, and routers that connect the various parts of a wide area network. It is similar in nature to the spine in a human skeleton or a country's road network—it enables *other* systems to perform their functions.

Of all technology resources, infrastructure probably is the most important. With a sound infrastructure in place, most users can access people and information throughout their organization and beyond, greatly facilitating their ability to discharge their responsibilities. Increased efficiency and effectiveness result.

CURRENT SITUATION

PAISD's 1996-97 Technology Plan includes the following infrastructure goal:

> Build a fully connected and useful network for communication between the school district and the world by establishing a Wide Area Network (WAN) through a central location to each Local Area Network (LAN) within each school.

The plan specifies several actions needed to achieve this goal, including:

- Provide greater accessibility to the World Wide Web via electronic means, as well as to district information, electronic mail, and electronic access to homework assignments, school calendars, etc.

- Improve linkages between schools and communities to permit parents to participate more directly in their children's education and to permit communities to access information through the school system.
- Provide access to "distance learning," instruction provided via television or remote cable access from one location to students in many locations.
- Provide students and staff with access to current sources of information via the Internet.
- Build and foster relationships between campuses.

At the beginning of the 1997-98 school year, the district WAN connected all schools for administrative purposes only; the network does *not* currently support Internet access.

FINDING

In 1997 PAISD joined the Southeast Texas Telecommunications Educational Network, a consortium of school districts lead by the Region V Education Service Center (ESC), which is designed to facilitate district access to the Internet. A T1 trunk line connects PAISD's administration building with the Region V ESC and the district's three high schools, as well as one middle school, two elementary schools, and the district media center. These connections represent Phase I of PAISD's effort to bring Internet access to its schools.

During Phase II, which is scheduled for 1998-99, one additional middle school, five elementary schools, and one other site will be connected to the Internet. In 1999-2000, Phase III will bring Internet access to all remaining PAISD sites and thereby complete the implementation of a vastly improved WAN.

By working with the ESC consortium, PAISD is obtaining Internet resources at considerably less cost than it would incur if it worked independently. In addition, the consortium facilitates interactions with other districts on various connectivity issues, allowing them to learn from both the good and bad experiences of their counterparts.

COMMENDATION

PAISD's association with the Southeast Texas Telecommunications Educational Network consortium provides access to the Internet's educational resources at a lower cost than if the district had acted alone.

FINDING

Like many other school districts, PAISD has sought grants to fund technology. The district has had some success in this area, recently receiving a state Telecommunications Infrastructure Fund (TIF) grant of $184,500. This grant will enable PAISD to network its three high schools.

An effective infrastructure is essential if schools are to exploit the full capabilities of technology. This is a good beginning. In the coming years, the district plans to seek additional TIF funds for improving the technological infrastructure of its middle and elementary schools.

COMMENDATION

PAISD obtained a state grant to enhance the computing infrastructure of its three high schools.

FINDING

In April 1997, PAISD adopted an "acceptable use" policy to govern the use of the district's electronic communications system, including the Internet. The policy includes agreements that are to be signed by students, parents or guardians, and employees. It:

- specifies under what circumstances and conditions the district's system may be used;
- outlines the responsibilities of the campus-level electronic communications coordinator;
- provides guidance for on-line conduct and network etiquette; and
- specifies penalties for students and staff who fail to abide by the rules specified in the policy.

An acceptable use policy is essential to protect the district from lawsuits that could arise from a student's access of inappropriate materials on the Internet and to clearly explain to employees how they may use the resource.

COMMENDATION

PAISD's acceptable use policy guides employees and students in the appropriate use of district technology resources in accessing the Internet.

FINDING

PAISD does not have a districtwide electronic mail system that is available to all personnel. An e-mail system that operates on the administrative host computer (an AS/400) is available to administrative offices and school principals' offices. Due to its limited reach, however, many efficiencies and economies that would result from a true districtwide e-mail system are being missed.

Obviously, the implementation of an enhanced districtwide e-mail system is dependent upon the completion of the WAN. In fact, the district plans to implement such a resource when the WAN is fully operational. This is mentioned in the draft Long-Range Technology Plan which includes installation of an e-mail server as a task for 1997-98. The intent is to bring the e-mail system, as well as many other communications capabilities, to the desktop of both instructional and non-instructional personnel.

E-mail has repeatedly proven to be a very effective means of communicating with others. Not only does it allow for very timely correspondence while avoiding the frustration of "telephone tag," it enhances communications and can substantially reduce paperwork.

In addition to these advantages, e-mail is a great help to teachers. One of the more frequently heard complaints from teachers has been a feeling of isolation. Because they spend so much of their day with young children or adolescents, they do not have opportunities to interact with other adults to a great extent. Through the use of e-mail, teachers have become very adept at interacting with colleagues in their own school or across the country regarding instructional techniques and strategies that have proven effective in their subject areas. Because of these and other advantages, e-mail is likely to prove to be an even greater benefit for teachers than for administrative personnel.

Although PAISD has an informal schedule for completing its implementation of the full WAN, it has no formal plan for carrying out this important initiative. As indicated above, the district's 1996-97 Technology Plan specifies that a WAN will be created and identifies several general actions to be taken to complete its implementation. However, it does not provide details on exactly what is to occur in order to achieve the goal.

The more recently developed draft Long-Range Technology Plan outlines network tasks to be accomplished during each of the next five fiscal years. While these network tasks provide a good overview of the major tasks, the plan does not provide specific details about all the steps necessary to implement the network, who will be responsible for each step, and what timeframe will be used for completing each.

Recommendation 104:

Develop a formal plan for implementing a full wide area network, complete with milestones and target dates.

The plan should detail the objectives to be accomplished and provide a detailed task and date schedule for accomplishing them.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Computer Services and the systems programmer, working with the Technology Committee, develops a formal WAN implementation plan that outlines what is to be accomplished, by whom, and within what timeframe.	June - July 1998
2. The director of Computer Services ensures that the WAN implementation plan, with minor adjustments as needed, guides network implementation efforts for the next five years.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The draft Long-Range Technology Plan states that PAISD "will strive to install Local Area Networks within the school buildings so that the Internet can be distributed throughout the schools." It goes on to say that the WAN "will be expanded to the other district schools until all campuses are connected."

Currently, PAISD schools are in varying stages of network implementation. Most are not wired adequately for a network. When schools have taken the initiative to implement their own networks, their administrators have received no guidance or support from the district. Consequently, schools have installed the network that seemed most appropriate for their individual needs. This has resulted in small networks within school settings, most often in a computer lab, that may or may not facilitate the implementation of a schoolwide network.

As described earlier, the three high schools are being wired through the funds provided by a TIF grant. Although the district intends to seek TIF funds for middle and elementary schools in the future, there is no specific effort under way to see that these other schools are wired. Until schools *are* networked, though, their ability to use technology will be limited.

The significant steps involved in the successful implementation of LANs in the schools are:

1. Developing a plan that identifies when a LAN will be installed in each school;
2. Securing funds to cover the cost of the installation; and
3. Installing the LAN and connecting it to the WAN;
4. Providing training and support once the LAN is installed.

A plan for implementing the LANs is important because it allows LANs to be implemented on a manageable schedule; sets a target date for completing all installations; informs all district personnel when work is to occur at each site; and facilitates budgeting for each installation. The director of Computer Services and the systems programmer, working with a subcommittee of the Technology Committee, are responsible for developing the implementation plan. When developed, it should be distributed to ensure that all appropriate people are informed.

Funds to support network implementation can come from several different sources, such as:

- PAISD General Fund;
- Federal funds such as Title 1;
- State technology allotment funds;
- TIF grants;
- Federal Technology Literacy Challenge Grants; and
- "E-rate" funds from the federal telecommunications Universal Service Fund.

In addition to these sources, school networks also can be implemented through "Net Days." Net Days typically are weekend days on which skilled community volunteers show up at a school and, using cabling donated or provided at very low cost by a telecommunications provider, install wires throughout the school. Net Days were held at Franklin and Washington Elementary Schools in 1996, but the Computer Services unit was not involved in that activity—another indication that instructional technology activities are not well coordinated in PAISD.

Installing the LAN and connecting it to the WAN is critical. While some or all of the wiring might be accomplished through a Net Day, it is important that PAISD network support staff be actively involved in coordinating such efforts. Volunteers are great resources for such an endeavor, but they should receive guidance from a knowledgeable network specialist.

Once installed, training and network support are fundamental to the successful use of a LAN. Unless these two components are effectively provided, the best network in the world will not serve the needs of all its users.

Recommendation 105:

Establish and fund a comprehensive plan to fully network all schools.

IMPLEMENTATION STRATEGIES AND TIME LINE

1. The director of Computer Services and the systems programmer, working with a subcommittee of the Technology Committee, develops a LAN Implementation Plan.	June - July 1998

2. The director of Computer Services makes every effort to see that the LANs are implemented in accordance with the plan.	July 1998 - June 2000

FISCAL IMPACT

Based on installations in other school districts, TSPR projects the cost of implementing LANs in every PAISD school at about $650,000. Because of the availability of the state TIF grants and federal E-rate funds, it is probable that most, if not all of these costs could be covered by grants. Since PAISD is eligible for an 80 percent E-rate discount, that could mean that more than $500,000 of the cost could be discounted. The remaining $150,000 might be covered through a TIF grant. After funding the LANs through these two sources, PAISD still would have the state allotment for technology to assist with other technology purchases.

C. STAFF DEVELOPMENT

Training in the use of technology is the most critical factor in determining whether it is used effectively. Teachers must be comfortable using computer technology and must know much more than merely how to operate the equipment. In fact, they must know how to integrate it effectively into their teaching. Studies indicate that it may take three to five years for a teacher to acquire an ideal level of expertise. Consequently, it should be recognized that mastery of classroom technology is not something that can be achieved quickly. Planning and support for technology-related training must take this factor into account.

Training should be ongoing. Teachers must have continuous opportunities to improve their technological skills and interact with other teachers so that they may share new strategies and techniques. Access to electronic mail has proven to be a very valuable way for teachers to share ideas on classroom uses of technology.

FINDING

About five years ago, the district established a training lab at the Media Center that is capable of accommodating up to 30 people for hands-on, technology-based training. It is used extensively for training teachers, most frequently in the use of Microsoft Works, the district's standard software package.

A central training facility is critical to a district's ability to provide the training needed by both administrative and instructional staff. Many districts do not have such a facility, including some that in other ways are very advanced in their use of technology.

COMMENDATION

PAISD's training lab provides a central location for teachers and others to receive training in the use of technology.

FINDING

Through an Academics 2000 grant obtained through the Curriculum and Instruction Department, 12 teachers in Franklin and Washington Elementary Schools will be receiving advanced training in the use of technology. The funds total $4,150 and are drawn from Continuation Grant Funds.

The Academics 2000 grant will enable six teachers from each school to participate in a 20-day project that will support the integration of telecomputing tools into the curriculum. A representative from each grade level Pk-5, including special education teachers, will participate. Units of study will include: acceptable use policies; software configuration; use and searching; corresponding via email with colleagues and newsgroups; and curriculum integration of Internet-based projects. A curriculum web-guide will be compiled during the summer for teachers to use as a resource in correlating PAISD Units of Study with resources available on the World Wide Web. The project began in January 1998 and continues through June, with teachers spending portions of three to five days each month in workshop sessions.

Exciting things are being accomplished at these two schools, largely because of the training the grant has made possible. For several days in February, March, April, May and June, teachers received in-depth training in various computing activities. These teachers will become "trainers of trainers," continuing the implementation and integration of computing tools in the classroom and curriculum.

COMMENDATION

PAISD obtained an Academics 2000 grant to provide innovative staff development opportunities for teachers in Franklin and Washington Elementary Schools.

FINDING

PAISD has provided extensive training opportunities to its teachers in the use of Microsoft Works. Furthermore, whenever grants have been obtained, some portion of the funds are devoted to training. Thus there is a fair amount of training going on, but the bulk of it is for beginning users of technology. Very little is available for intermediate or advanced users. In fact, the only advanced or specialized training PAISD offers is through projects such as Academics 2000 described above.

Until teachers can employ various technology tools effectively, these tools will not make a significant positive impact on learning. Such capabilities can come only through sound, ongoing staff development.

One of the two curriculum goals cited in PAISD's 1996-97 Technology Plan is to "provide professional staff instruction in the use of technology." The draft Long-Range Technology Plan specifies several training sessions that will be provided to teachers, including:

- a review of word processing applications;
- general computer terminology and network concepts;
- activities designed to build teachers' on-line skills from introductory levels to curriculum integration of the Internet;
- directed exploration of educationally rich Internet sites, starting with TENET;
- personal investigation of the Internet using search engines looking for curriculum-related sites;
- alignment of projects with the Texas Essential Knowledge and Skills and PAISD goals and objectives;
- development of a template for students to use in their research projects;
- creation of multimedia projects that illustrate the use of the Internet in the curriculum; and
- instruction in website development.

From these plans it is clear that PAISD intends to thoroughly address the technology training needs of its teachers.

In addition to this training, teachers also will need advanced training in other areas. The Training Subcommittee of PAISD's Technology Committee is an ideal group to develop strategies for such training. Other districts have enhanced teacher use of technology by:

- *offering training in how to become a classroom facilitator.* Many studies have indicated that the role of the teacher in a technological setting should change from being a provider of information to being a facilitator or coach, who leads students through the learning process rather than being the source of knowledge. Since this is a new approach for most teachers, they need assistance in mastering the facilitator role.
- *encouraging staff members to participate in technology conferences and meetings.* Conferences for teachers, as for other professionals, can be exceedingly beneficial, both for exposure to new strategies and technology resources, and for opportunities to interact with colleagues from other parts of the state and elsewhere. Nothing helps teachers more than seeing how their counterparts employ technology in a similar environment.
- *implementing criteria for the employment of new teachers and administrators that require technological skills.*
- *providing portable computers and other equipment for teachers to use at home.* Learning how to use computers effectively in the classroom does not come easily or quickly. If teachers have the opportunity to work regularly with the technology, they become proficient more quickly. Since many teachers still do not have computers at home, this strategy helps all teachers to become technologically adept in a shorter period of time.

Recommendation 106:

Provide more in-depth training in technology for teachers, especially in how to effectively integrate technology into the curriculum.

PAISD must continue to allocate a significant portion of each technology-related grant to training. Moreover, the district should make a commitment to earmark 20 to 30 percent of all technology funds for training. The district will not realize the benefit of its investment in technology unless it provides thorough and ongoing training in its use.

The Training Subcommittee of the Technology Committee should annually review the staff development needs and accomplishments and, based on that review, develop funding requests to ensure that adequate training is provided. This training budget should provide beginning, intermediate, and advanced training to all teachers over a five-year period.

IMPLEMENTATION STRATEGIES AND TIME LINE

1. The new instructional technology coordinator, working with the Technology Committee's Training Subcommittee, develops goals, objectives, and strategies for expanding the amount and type of technology-related training offered by the district.	August 1998

2. The new training offerings are provided to teachers on an ongoing basis.	Ongoing

FISCAL IMPACT

The estimated cost for training is based on providing $100 per teacher for 698 teachers annually, an amount the State of Kentucky has used as a guide for allocating funds for the annual cost of teacher training. While $100 is definitely not enough to cover the training costs of a teacher for a year, given that many teachers will not be willing or able to participate in some (or any) of the training that is available, this amount will cover much of what is needed. The Technology Committee should annually review the funds allocated for staff development and make recommendations regarding what should be budgeted for this critical element of a sound technology enhanced environment.

The chart below reflects the total annual cost for the enhanced staff development that will be offered.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Provide more in-depth training in technology for teachers	($69,800)	($69,800)	($69,800)	($69,800)	($69,800)

FINDING

Since the Department of Computer Services has only one technical employee, it has been extremely difficult for this person to attend training courses away from district facilities. Consequently, the technician has had very little technical training. Even if the network support specialist is added to the staff, as TSPR recommends, the technical staff still will be small. For them to provide the support that will be required, it is imperative that they receive ongoing training in technology and network support.

Recommendation 107:

Implement a regular training program for technical personnel in the Information Services Department to enable them to stay abreast of developments in the rapidly changing technology industry.

As PAISD builds its WAN, it is critical that trained, competent employees are available to maintain and support and manage the network.

IMPLEMENTATION STRATEGIES AND TIME LINE

1. The director of Computer Services and the systems programmer develop a training plan for technical staff in the unit.	June 1998
2. The technical staff participate in training opportunities throughout the year.	Ongoing

FISCAL IMPACT

The projected annual costs of this recommendation are based on allocating $3,500 in the first year and $3,000 each year thereafter for training two network support employees. Another $2,000 would be allocated annually to provide training for computer repair technicians.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Implement a regular training program for technical personnel	($9,000)	($8,000)	($8,000)	($8,000)	($8,000)

PORT ARTHUR

PURCHASING AND WAREHOUSING SERVICES

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

PURCHASING AND WAREHOUSING SERVICES

This chapter reviews PAISD's purchasing, receiving, and warehousing operations in two sections:

A. Purchasing
B. Receiving and Warehousing

An efficient purchasing and warehousing function should ensure that supplies, equipment, and services vital to a district's educational mission are purchased from the right source, in the right quantity, at the lowest prices, and in accord with federal, state, and local laws and policies; and that supplies and equipment are stored and delivered to the appropriate location at the right time. These criteria should be met for each purchase without sacrificing quality.

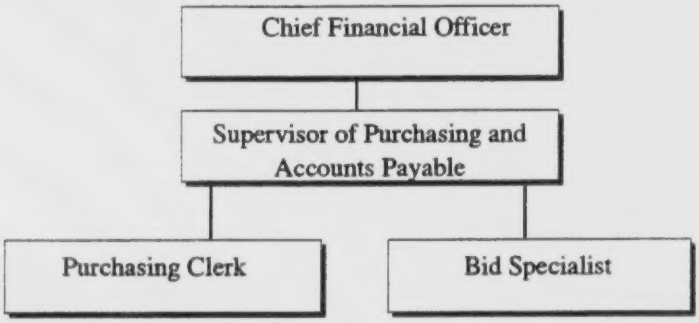
A. PURCHASING

CURRENT SITUATION

PAISD has two separate purchasing systems. Its Purchasing Department handles all district procurement of goods and services other than food-service related products. A second system operated by the Child Nutrition Services Department purchases all food and related supplies.

The district's Purchasing Department is made up of the supervisor of Purchasing and Accounts Payable, a bid specialist, and a purchasing clerk (**Exhibit 10-1**). The supervisor reports to the chief financial officer/executive director of Business Operations (CFO).

Exhibit 10-1
PAISD Purchasing Department
Organizational Chart



Source: PAISD Business Office, 1998.

Exhibit 10-2 lists the responsibilities of the department's staff. Because of the combination of purchasing and accounts payable duties, the supervisor of Purchasing and Accounts Payable supervises a purchasing clerk, an accounting clerk, two accounts payable clerks and a bid specialist. The bid specialist has primary responsibility for the preparation, computation, distribution, and award of bids and quotes. The purchasing clerk processes and distributes purchasing orders and assists the district's schools and departments with purchasing questions and solving questions related to the district's Comprehensive Information Management for Schools (**CIMS**) software system.

Exhibit 10-2
PAISD Purchasing Department Staff Responsibilities

Position	Responsibilities
Supervisor of Purchasing and Accounts Payable	• supervises the purchasing clerk, accounting clerk, two accounts payable clerks, and the bid specialist • maintains the Purchasing Procedures Manual • reviews unproved purchase orders • approves all purchase orders • coordinates bid dates and walk-through with engineer • prepares Requests for Proposals (RFPs) • assists schools and departments with CIMS software maintenance • meets with sales representatives • performs "cancellation" process for Receiving Department • supervises mailing machine
Bid Specialist	• responsible for preparation, computation, distribution, and award of bids and quotes • assists schools and departments with purchasing functions • serves as switchboard and mail clerk relief
Purchasing Clerk	• processes and distributes purchase orders • serves as backup for the accounting supervisor • handles merchandise returns • assists schools and departments with purchasing questions and solving CIMS problems • posts bus charges, processes print shop orders, posts journal entries • serves as switchboard and mail clerk relief

Source: PAISD Business Office, 1998.

PAISD relies on an on-line purchase order system to obtain most goods. The department processes an average of 700 purchase orders a month. The district's volume of purchase orders for the last three fiscal years is shown in **Exhibit 10-3.**

Exhibit 10-3
Purchase Orders Processed
Fiscal 1995, 1996, and 1997

Year	Number of Purchase Orders Processed
1995	8,780
1996	6,945
1997	7,465

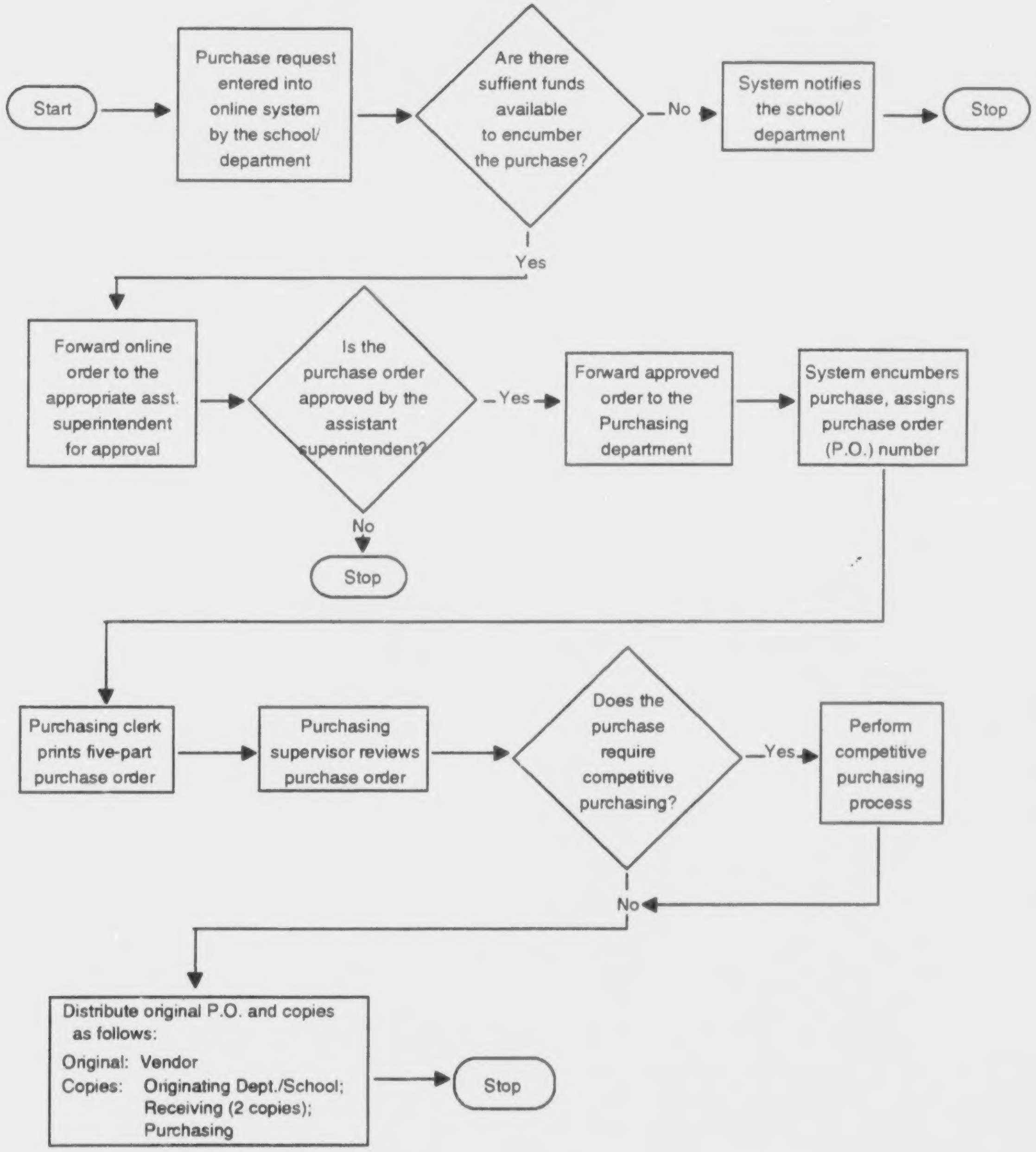
Source: PAISD Purchasing Department, 1998.

Each school or department enters a purchase requisition into the on-line system through a computer linked to the central purchasing system. Each school or department manager is authorized to approve that school or department's purchases. A requisition entered by a school or department is electronically forwarded to the appropriate administrator with authority to approve the purchase. The administrator with approving authority then approves or disapproves the requisition on-line. If approved, the purchase order is electronically forwarded to the Purchasing Department, where it is automatically assigned a purchase order number and the purchase is recorded in the general ledger.

Periodically (typically once daily), the purchasing clerk prints all approved purchase orders on five part order forms and delivers the purchase orders to the supervisor of Purchasing and Accounts Payable. The supervisor reviews the purchase orders for proper general ledger account coding and determines whether the purchases require the use of competitive purchasing procedures such as price quotations or formal bids. If the purchasing code assigned to the purchase order is incorrect, the supervisor will cancel the original purchase order and reprint it with the correct code. If the supervisor determines that the item must be competitively purchased, the purchase order is forwarded to the bid specialist. Once the supervisor determines that a purchase order is correct, the supervisor signs it and returns it to the purchasing clerk for distribution.

The purchasing clerk separates the five-part purchase order form and distributes the parts. The original purchase order is sent to the vendor. The remaining copies are distributed as follows—one to the purchasing file; one to the originating school or department; and two copies to the Receiving Department. **Exhibit 10-4** shows the flow of a purchase order transaction from the initial requisition to the distribution of the purchase order copies.

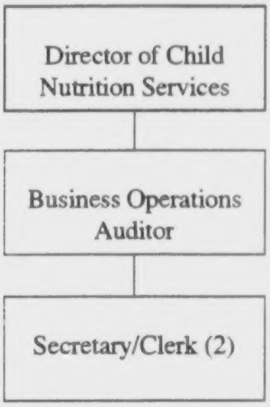
Exhibit 10-4
Port Arthur Independent School District
Purchase Order Transaction Process


Start
Purchase request entered into online system by the school/ department
Are there suffient funds available to encumber the purchase?
No
System notifies the school/ department
Stop
Yes
Forward online order to the appropriate asst. superintendent for approval
Is the purchase order approved by the assistant superintendent?
Yes
Forward approved order to the Purchasing department
System encumbers purchase, assigns purchase order (P.O.) number
No
Stop
Purchasing clerk prints five-part purchase order
Purchasing supervisor reviews purchase order
Does the purchase require competitive purchasing?
Yes
Perform competitive purchasing process
No
Distribute original P.O. and copies as follows:
Original: Vendor
Copies: Originating Dept./School; Receiving (2 copies); Purchasing
Stop

Source: Created by MGT of America, 1998.

As noted above, PAISD operates a separate purchasing system for its food service operations. The director of Child Nutrition Services oversees all food service operations including this purchasing function. The director supervises a business operations auditor and two secretary/clerks. **Exhibit 10-5** shows the organizational structure of the Child Nutrition Services Department.

Exhibit 10-5
Port Arthur Independent School District
Organizational Structure of the Child Nutrition Services Department


Director of Child Nutrition Services
Business Operations Auditor
Secretary/Clerk (2)

The district purchases all food service supplies other than milk products, bread, and produce through a cooperative purchasing agreement with other districts in the Region V Education Service Center (ESC). One vendor has received a regional contract in each of the following categories: main food and supplies; beverages; chemicals and paper; and spices and seasonings. Milk products and bread contracts are bid internally through PAISD's Purchasing Department annually. Produce quotes are faxed weekly from local vendors to the Child Nutrition Services Department.

Child Nutrition Services prepares purchase orders using a software package called Bon Appetit. The department's volume of purchase orders for the last three fiscal years is shown in **Exhibit 10-6.**

Exhibit 10-6
Food Service Purchase Orders Processed
Fiscal 1995, 1996, and 1997

Year	Number of Purchase Orders Processed
1995	1,080
1996	2,160
1997	2,160

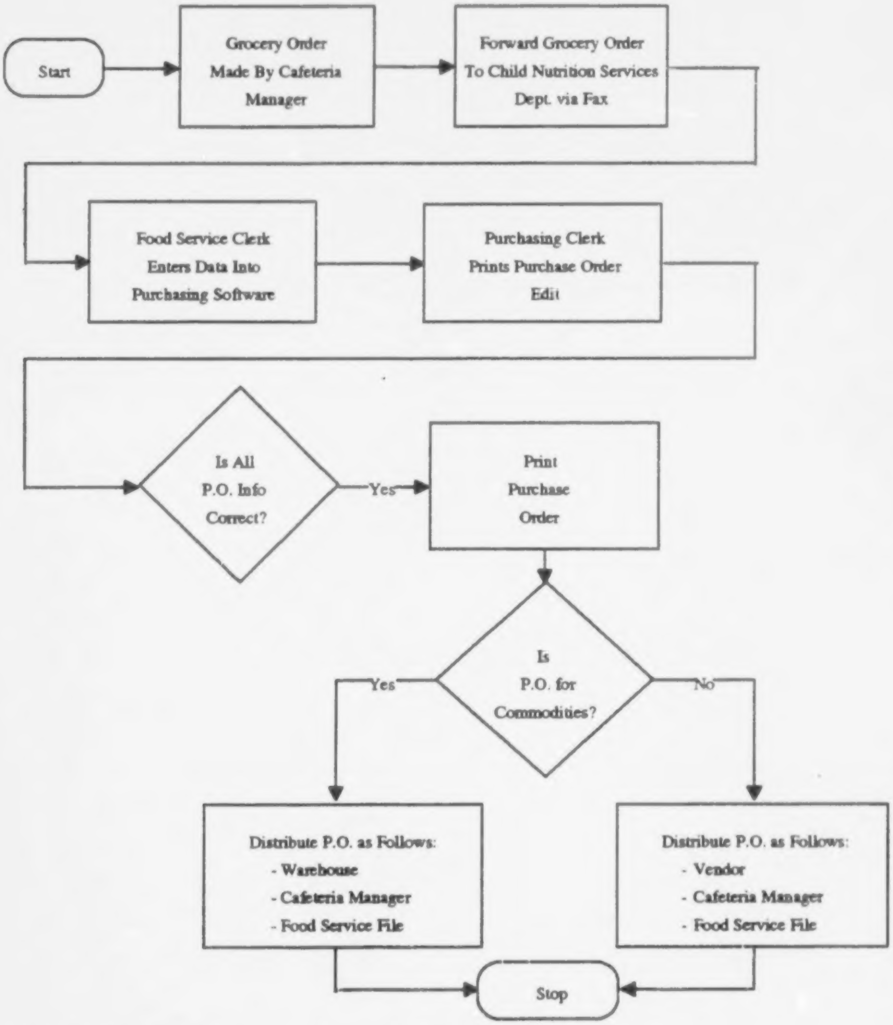
Source: PAISD Child Nutrition Services Department, 1998.

The food-related purchasing process begins at the school cafeterias. Cafeteria managers prepare "grocery lists" two weeks in advance for food and supplies that will be needed to prepare advance menus. Those lists are faxed to the Child Nutrition Services Department where the food service clerk

BEST COPY AVAILABLE

prepares purchase orders from these lists. A separate purchase order is prepared for each vendor for each school, allowing the vendors to distribute goods directly to the schools. An inventory of frozen and refrigerated commodities is maintained at the Receiving Center building. Purchase orders for commodities are faxed to the Receiving Center. Each week, truck drivers pull the requested commodity items and deliver them to the appropriate schools. **Exhibit 10-7** shows the flow of the Child Nutrition Services purchasing process.

Exhibit 10-7
Port Arthur Independent School District
Child Nutrition Services Purchase Order Process


Start
Grocery Order Made By Cafeteria Manager
Forward Grocery Order To Child Nutrition Services Dept. via Fax
Food Service Clerk Enters Data Into Purchasing Software
Purchasing Clerk Prints Purchase Order Edit
Is All P.O. Info Correct?
Yes
Print Purchase Order
Is P.O. for Commodities?
Yes
No
Distribute P.O. as Follows:
- Warehouse
- Cafeteria Manager
- Food Service File
Distribute P.O. as Follows:
- Vendor
- Cafeteria Manager
- Food Service File
Stop

Source: PAISD Child Nutrition Services Department, 1998.

311

Vendor invoices for food-related items are sent to the Child Nutrition Services Department. The department's business auditor reviews the invoices and prepares a monthly summary of purchases by vendor using a computerized spreadsheet program. The original invoices, along with this summary, are forwarded to the Accounts Payable Department where accounts payable clerks input the summarized charges into the CIMS software for payment.

The food service purchasing software also tracks inventories of food and supplies at each school and at the Receiving Center. After deliveries are made to the schools, the cafeteria managers send the receiving slip to the Child Nutrition Services Department, where the clerk enters the items listed on the receiving slip into the inventory portion of the Bon Appetit software. At the end of each month, a physical inventory count is done at each school and at the Receiving Center. Using a computerized spreadsheet, the business auditor computes the inventory used during the month based on the physical counts and purchases made during the month. The clerk then enters the quantities consumed into the software system. The software produces monthly reports of the ending balance of inventory and a detailed analysis of inventory purchased and used.

FINDING

PAISD has a highly effective computerized system that electronically transmits purchase orders from each school and department. For example, the district's system allows a purchase order to be initiated at a school by the school secretary after approval by the principal. The purchase order then is electronically transmitted to the appropriate assistant superintendent for electronic approval. After approval, it is transmitted to the Purchasing Department for processing. The entire purchasing process usually takes the district one day. In contrast, manual purchase order systems, which are more labor-intensive, require from three to five days to accomplish the same task. A manual system requires manual preparation of a purchase order and manual transmittal to the various individuals for approval and processing. Since many comparable school districts have not yet implemented a computerized purchase order system, PAISD's system can be considered highly efficient.

The computerized purchasing process has resulted in a more efficient use of Purchasing Department personnel. For example, the bid specialist also is responsible for relieving a switchboard operator and mail clerk. The purchasing clerk is also responsible for posting bus charges, processing print shop orders, and relieving the switchboard and mail clerk.

In many school districts, the frequent use of emergency purchase orders has become an inefficient and time-consuming process. In such districts, the emergency purchase order is a manually prepared purchase order that is "walked" to the various personnel for appropriate approval signatures to avoid lengthy delays involved in the normal, paperbound process. PAISD's computerized purchase order system allows "rush" purchase orders to be processed with a simple notation on the purchase order indicating the reason for the rush. A phone call to the appropriate assistant superintendent usually will generate an immediate approval. Another call to the Purchasing Department will result in the processing of the purchase order.

COMMENDATION

PAISD's automated purchase order system in its Purchasing Department processes purchase orders efficiently.

FINDING

State law requires formal quotations—that is, written price quotations solicited through formal advertisement— for purchases between $10,000 and $25,000 and recommends them for items costing less than $10,000. State law requires formal competitive sealed bids for purchases of $25,000 or more. PAISD's policies require competitive quotes for all purchases of goods of $2,000 or more. PAISD's policies for competitive purchasing requirements are outlined in **Exhibit 10-8.**

Exhibit 10-8
Competitive Purchasing Policies

Dollar Value of Purchase	Policy
$25,000 or greater	Formal competitive bids, including a newspaper advertisement.
$10,000 to $24,999	Formal written quotations, including a newspaper advertisement.
$2,000 to $9,999	Three documented catalog or telephone quotations.

Source: PAISD Purchasing Office, 1998

Most of the district's bids are performed during the months of January through March for goods to be used during the next school year. At that time, the district purchases bulk quantities of academic, athletic, and custodial supplies. The district uses bid tabulation software that records the items requested and compares prices received from bidders. The bid analyses produced by the software are presented to the board for review when the bids are awarded. During that period, the district also performs catalog discount bids, where the district solicits vendors to supply catalogs of available items to purchase along with a percentage discount, if any, the district is offered from the stated catalog price. The vendor catalogs are used during the year to purchase individual items not included in the original bulk purchases.

The supervisor of Purchasing and Accounts Payable is responsible for overseeing the bid process. The supervisor determines which items should be purchased using internally prepared bids and quotations and which should be purchased using intergovernmental cooperative purchasing agreements. The Texas Education Agency's (TEA's) *Financial Accountability System Resource Guide* describes trends in the area of cooperative purchasing, including purchases through the Texas' General Services Commission (GSC), education service centers, cities, counties, and colleges. The *Resource Guide* suggests school districts uses the following criteria to determine their participation in cooperative purchasing: the variety of products and services offered; the cost of these products and services, as compared with other cooperatives or the school district's individual ability to buy these products or services; timing and method of delivery; participation charges, including administrative and operating costs; reputation for overall service delivery, including problem resolution; and administrative requirements placed on member districts, including paperwork or related issues.

PAISD uses GSC to purchase special items that would be difficult to purchase locally such as buses, vehicle tires, and refrigerants. In addition, the district participates in an interlocal cooperative purchasing agreement with the ESC. The district uses the ESC's catalogue of supplies, furniture, and equipment when the competitive purchasing procedures would be difficult and time-consuming for district staff.

The district makes periodic comparisons to determine the benefits of its participation in the ESC program. For example, for purchases of custodial supplies and office supplies made in fiscal 1997, the district compared the prices received through the cooperative to those offered by local companies. The district determined it could receive better prices by performing its own bids on those items. **Exhibit 10-9** gives examples of the prices received through the ESC versus those received through district bids.

Exhibit 10-9
PAISD Bids versus Region V Cooperative Bids
Fiscal 1997

Item Purchased	PAISD Bid	Region V Coop Bid
Duplicating Paper:		
8 1/2 x 11	$17.70/case	$19.99/case
8 1/2 x 14	$22.50/case	$27.00/case
Janitorial Supplies:		
Toilet Tissue	$25.50/case	$30.33/case
Trash Can Liners	$17.50/case	$18.23/case
Paper Towels	$11.75/case	$13.00/case
Office Supplies:		(Net of 23% Discount)
Jumbo Paper Clips	$0.38	$0.99
Crayons 8/box	$0.50	$0.74
Pencil Erasers	$0.29	$0.69
Manila File Folders	$4.80	$10.46
4oz. Elmers Glue	$0.36	$1.30

Source: PAISD Purchasing Office, 1998

COMMENDATION

PAISD uses both internal and cooperative purchasing methods to achieve savings and efficiency in its purchasing.

FINDING

The Purchasing Department uses catalog discount bids for office and school supplies not purchased in bulk. The department obtains bids on a representative sample of supplies. When the vendors submit their catalog, the vendors also quote a discount rate that the district may apply to specific purchases in the vendor's catalog. For example, a 25 percent discount might be offered on office and school supplies while a 10 percent discount might apply to office furniture. The district will purchase items from the vendor that offers the best price and discount in their catalog on the item needed.

Vendor catalogs makes purchasing convenient since they include a picture and description of items for sale. School personnel said they like the convenience of making some of their routine and small purchases from catalogs. In addition, schools take advantage of seasonal sales offered by catalog vendors that are even lower than their discounted rates. Schools are still required to generate a purchase order for catalog purchases.

COMMENDATION

Catalog awards are used by PAISD to expedite the purchasing process.

FINDING

As noted above, both the Purchasing Department and Child Nutrition Services Department handle purchases. PAISD's food service purchasing system has several weaknesses. For example, the system does not allow cafeteria managers to make purchase requisitions or to update inventory on-line. This problem creates unnecessary paperwork.

Purchase requisitions, moreover, must be manually completed by cafeteria managers and forwarded to the clerk at the Child Nutrition Services Department for entry into the computer. Cafeteria managers also forward receiving slips to the department so that the clerk can input items received into the computerized inventory.

Month-end physical inventories are performed by cafeteria managers. The inventory counts also are forwarded to the clerk so that the amount of inventory used can be calculated and entered into the inventory. The purchasing system does not allow the cafeteria managers to prepare computerized purchase requests, receiving reports, and inventory updates. The system also does not allow the cafeteria managers to electronically transmit the various reports to the Child Nutrition Services Department.

A second weakness of the food service purchasing system is that it is not integrated with the district's accounts payable or general ledger software systems. Unlike purchases made through the Purchasing Department system, the Accounts Payable Department cannot check whether food-related invoices received match on-line receiving reports. Extensive work by the business operations auditor is needed to summarize monthly food service purchases. A computerized spreadsheet is created for each vendor that summarizes invoices received and the total amount to be paid to the vendor each month. This spreadsheet is attached to all invoices received for the month and forwarded to Accounts Payable for processing. Food service employees have expressed concern that the time and effort required to process all of the food service purchasing and inventory paperwork is overwhelming the current staff.

The software used by the Child Nutrition Services Department has a module that can track the location and use of food service inventory. The CIMS purchasing and accounting software used by the district has a similar module available; however, the district has not purchased it.

A fully integrated purchasing system allows for better planning of districtwide purchasing and reduced paperwork. It also strengthens internal controls by standardizing all district purchases in one system. It allows for the proper supervision of district purchases by department staff who are trained and experienced in the purchasing process.

Recommendation 108:

Centralize all district purchasing in the Purchasing Department.

This can be accomplished by purchasing the CIMS warehouse module or by fully integrating the food service system with the CIMS system.

On-line access would allow cafeteria managers to requisition food and supplies and update inventory use and purchases via computer. This would eliminate the need for forms currently routed to the clerk and the spreadsheets used to summarize invoices for payment.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The CFO contacts the CIMS software vendor and the food services vendor to determine possible solutions.	July 1998
2.	The CFO presents possible solutions and costs to the board for approval.	October 1998
3.	The superintendent directs the CFO to consolidate the food service purchasing into the Purchasing Department.	December 1998
4.	The director of Computer Services oversees the installation of the new software module or system enhancements.	May 1999
5.	The purchasing clerk updates the inventory on hand into the new software.	June 1999
6.	The cafeteria managers begin to make purchase requisitions on-line.	August 1999

FISCAL IMPACT

The cost of the CIMS inventory module, including staff training costs, would be $20,000. The cost of integrating the food services system with CIMS is unknown. No additional personnel costs would be associated with this recommendation.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Centralize all district purchasing.	$0	($20,000)	$0	$0	$0

FINDING

PAISD's computerized purchasing system has reduced the processing time needed for the purchase order cycle. The district's current procedures include the printing by the Purchasing Department of the five-part purchase order. The copies of the purchase order are distributed as shown in **Exhibit 10-10**.

Exhibit 10-10
Distribution of Purchase Orders

Purchase Order Copy	Distribution
White (Original)	Vendor
Yellow	Originating School/Department
Goldenrod	Purchasing File
Blue and Green	Receiving

Source: PAISD Purchasing Department, 1998.

The five parts of the purchase order are separated and sorted by the purchasing clerk in a labor-intensive process. The purchasing copy of the purchase order is filed by purchase order number. A copy of the purchase order is hand-delivered to the schools by a messenger. Routing copies to schools and departments is not necessary, however, since the purchase orders may be viewed at any time by the school or department through their computers. Two copies of the purchase order are hand-delivered by the messenger to the Receiving Department. The two copies distributed to the Receiving Department also are not necessary since the department has a computer and can print its own copy once the purchase is received. One printed copy could be maintained on file at the Receiving Department to document the receipt of goods.

Recommendation 109:

Print and distribute only the vendor copy of the purchase order.

The district should only print one copy of the purchase order to send to the vendor. This would reduce processing times for the purchasing clerk and the messenger.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO approves and implements the printing of only one copy of the purchase order.	June 1998
2. The CFO communicates this new process to the purchasing supervisor and other district staff.	June 1998
3. The purchasing clerk prints and distributes only the vendor copy of the purchase order.	July 1998

FISCAL IMPACT

This recommendation could be implemented at no cost to the district.

FINDING

PAISD does not take advantage of all of the local cooperative purchasing arrangements available to it. The district participates in cooperatives run by GSC and the ESC and actively compares their prices to those obtained by the district; however, the district has not explored the possibility of entering into agreements with the City of Port Arthur, Jefferson County, local corrections facilities, or the Port

Arthur branch of Lamar University. By entering into additional cooperatives, the Purchasing Department would increase its number of options for achieving the lowest possible costs for goods and services.

Recommendation 110:

Explore cooperative purchasing arrangements with local governmental entities.

The district performs the majority of its bulk bid purchases in January through March for the subsequent academic year. The CFO and supervisor of Purchasing and Accounts Payable should coordinate to add these additional purchasing options by January 1999.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO initiates communication with local governmental entities to determine which goods could be purchased through cooperative agreements.	June 1998
2. The purchasing supervisor prepares some cost comparisons to determine if such cooperative purchases are cost-effective.	July 1998
3. The superintendent obtains board approval to participate in additional cooperative purchasing programs.	August 1998
4. The bid specialist includes governmental cooperatives when performing competitive pricing in January 1999 for school year 2000 contracts.	December 1998

FISCAL IMPACT

Although savings are expected, they cannot be estimated until the types and amounts of cooperative purchases are determined.

FINDING

In fiscal 1996, PAISD requested proposals for copier leases by mailing requests to various companies. According to state purchasing laws, since the annual aggregate lease payments for these copiers was to exceed $25,000, the request for proposals also should have been advertised by public notice in the local newspaper. The Purchasing Department staff said they were not aware that state purchasing laws were applicable to leases for copiers. One company that was not mailed a request, however, sued the district for violating state purchasing requirements. The district is negotiating a settlement to the lawsuit and district staff said that the potential loss could be $10,000.

PAISD professional staff members, including the supervisor of Purchasing, CFO, and financial auditor receive about 20 hours of continuing education each year through the Texas Association of School Business Officers (TASBO). This training includes updates to state purchasing laws. TEA's *Financial Accountability System Resource Guide* recommends that training "extend beyond the professional staff to include other staff which often is involved directly or indirectly in the purchasing process." The district's bid specialist, who works with the supervisor of Purchasing to prepare all competitive bids and proposals, is not included in this training. Yet it is vital for the district to provide adequate training to all staff who deal with state purchasing laws to provide greater assurance that these laws are followed.

Recommendation 111:

Provide all Purchasing Department staff a minimum of 16 hours of training relating to purchasing laws each year.

Training opportunities are available from several sources including TASBO. Other sources include TEA seminars and workshops, certified public accounting firms, and other professional organizations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO establishes a procedure requiring training for all relevant purchasing staff. July 1998
2. The supervisor of Purchasing and the bid specialist obtain the required training. August 1998 and annually

FISCAL IMPACT

The cost of an eight-hour training course of this type, obtained through a professional organization, normally is $200 per trainee. Thus the total annual cost to provide 16 hours of training to the supervisor of Purchasing and bid specialist would be $800.

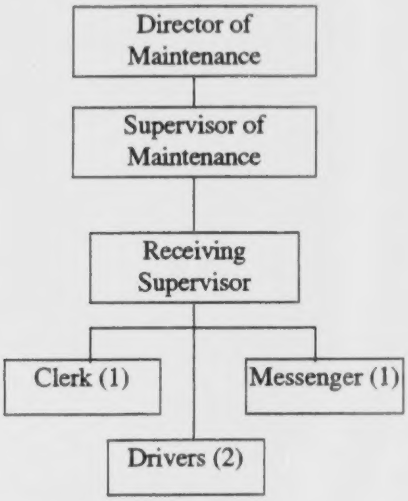
Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Provide training for all purchasing staff.	($800)	($800)	($800)	($800)	($800)

B. RECEIVING AND WAREHOUSING

CURRENT SITUATION

Most supplies purchased by PAISD are received centrally by the district's Receiving Department. The Receiving Department is staffed by a receiving supervisor, a receiving clerk, and two truck drivers. The receiving supervisor reports to the director of Maintenance (**Exhibit 10-11**).

Exhibit 10-11
PAISD Central Receiving Function
Organizational Chart



Source: PAISD records, 1998.

The receiving supervisor is responsible for receiving function. Either the supervisor or the clerk inspects all goods received at the Central Receiving building for damage, compares the goods received to the purchase order, and logs the receipt into the on-line system. The receiving supervisor also coordinates the delivery of received goods to the requesting school or department. In addition, the supervisor oversees the central storage and distribution of the district's refrigerated and frozen food supplies. Truck drivers are responsible for the prompt delivery of goods to the appropriate school or department. These drivers also pick up and deliver equipment items that are being transferred from one school or department to another. **Exhibit 10-12** shows the Receiving Department's responsibilities.

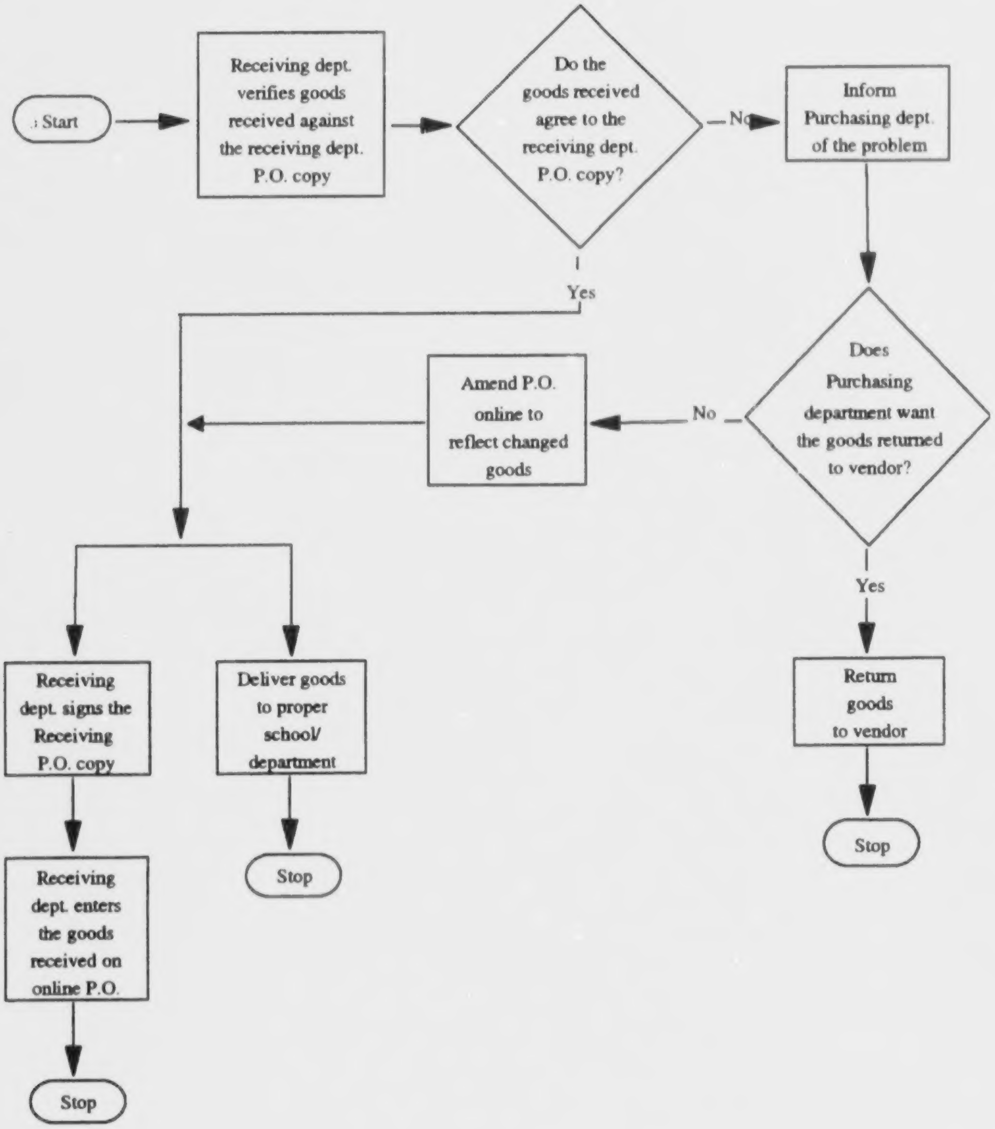
Exhibit 10-12
PAISD Receiving Department Staff Responsibilities

Position	Responsibilities
Receiving Supervisor	• supervises the receiving clerk and two truck rivers • receives goods delivered from vendors, inspects goods received for damage, and compares goods received to purchase order • contacts vendors to correct incorrect or damaged goods delivered • coordinates with schools/departments for delivery of goods received • updates status of received goods on on-line system • maintains central inventory of refrigerated and frozen food items • coordinates transfer of equipment between schools/departments
Receiving Clerk	• assists receiving supervisor to organize, store, and deliver supplies and equipment routed through the warehouse • assists receiving supervisor to input receiving data into on-line system
Truck Driver	• delivers received goods to the requesting schools/departments • delivers custodial supplies to schools • ships equipment being transferred between schools/departments

Source: PAISD Business Office, 1998.

Exhibit 10-13 illustrates the flow of received goods from the Receiving Department to the requesting school/department.

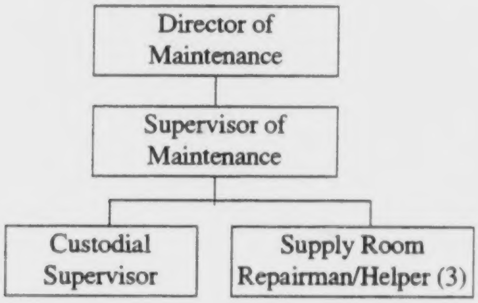
Exhibit 10-13
Port Arthur Independent School District
Receiving Process


Start
Receiving dept. verifies goods received against the receiving dept. P.O. copy
Do the goods received agree to the receiving dept. P.O. copy?
No
Inform Purchasing dept. of the problem
Yes
Does Purchasing department want the goods returned to vendor?
No
Amend P.O. online to reflect changed goods
Yes
Return goods to vendor
Stop
Receiving dept. signs the Receiving P.O. copy
Deliver goods to proper school/ department
Stop
Receiving dept. enters the goods received on online P.O.
Stop

Source: Created by MGT of America, 1998.

The district's warehouse function is performed by the Maintenance Department under the supervision of the director of Maintenance. The warehouse function includes a custodial supervisor and three supply room repairmen/helpers (**Exhibit 10-14**).

Exhibit 10-14
PAISD Warehouse Function
Organizational Chart

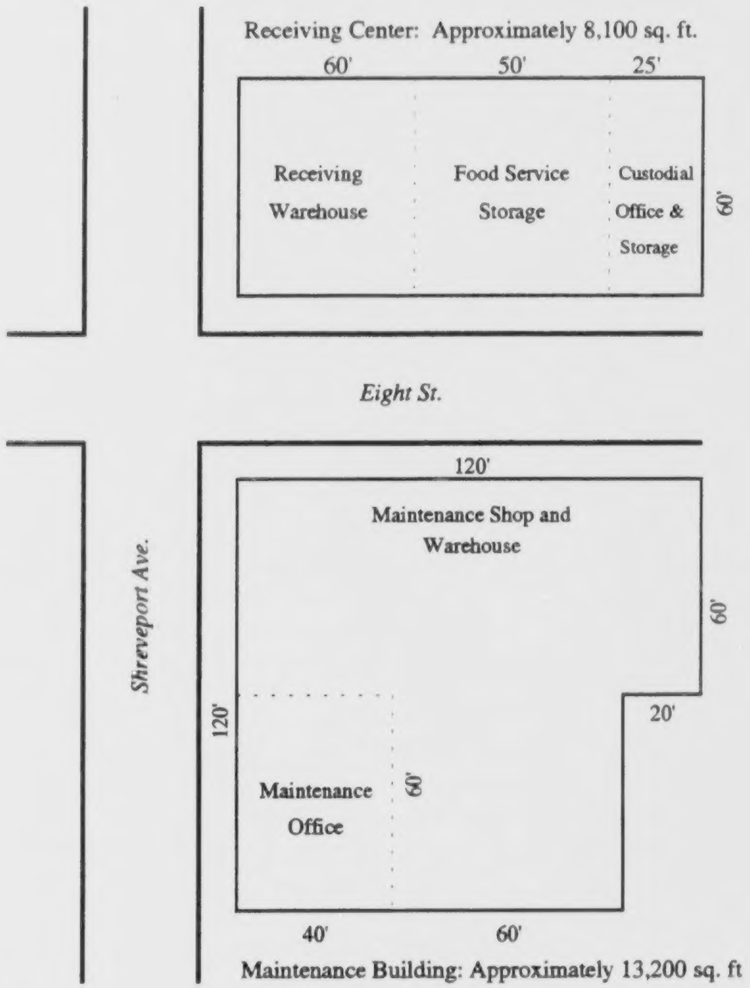

Director of Maintenance
Supervisor of Maintenance
Custodial Supervisor
Supply Room Repairman/Helper (3)

Source: PAISD records, 1998.

The warehouse-related responsibilities of the custodial supervisor are to store and dispense custodial supplies. The supply room repairmen/helpers are responsible for storing maintenance supplies, repairing tools, and distributing tools as needed to craftsmen for the district's repair and maintenance jobs. One repairman/helper has, in recent years, become primarily a repairman for the small tools supply.

The district has two separate warehouses across the street from each other. These warehouses are referred to by the district as the Receiving Center and Maintenance Building. The physical layout and approximate square footage of the warehouses are as shown at **Exhibit 10-15**.

Exhibit 10-15
Layout and Square Footage of Receiving Center and Maintenance Building


Receiving Center: Approximately 8,100 sq. ft.
60'
50'
25'
Receiving Warehouse
Food Service Storage
Custodial Office & Storage
60'
Eight St.
Shreveport Ave.
120'
Maintenance Shop and Warehouse
60'
20'
120'
Maintenance Office
60'
40'
60'
Maintenance Building: Approximately 13,200 sq. ft

Source: Maintenance Department Records, 1998

One warehouse houses the central receiving function responsible for the receipt of textbooks, supplies, furniture, and equipment, as well as custodial supplies and frozen and refrigerated food. The frozen and refrigerated foods are primarily commodities received from the federal government. The food is distributed by the receiving supervisor as requested by the schools.

The second warehouse is used for maintenance supplies such as electrical and plumbing supplies used by the district's craftsmen for repairs and maintenance. This second warehouse also houses small repairable tools that may be checked out by district craftsmen as needed. **Exhibit 10-16** lists the warehouse and receiving employees and functions at each warehouse.

Exhibit 10-16
Warehouse Staffing and Functions

Warehouse	Warehouse/Receiving Staff Located in Warehouse	Warehouse/Receiving Functions Performed at Warehouse
Receiving Center 801 8th St.	* Receiving Supervisor * Receiving Clerk * Messenger * Custodial Supervisor * Truck Drivers (2)	* Central Receiving and Distribution * Custodial Supply Storage and Distribution
Maintenance Building 748 Shreveport	* Supply Room Helper/ Repairman (3)	* Maintenance Supply Storage and Distribution * Specialty Tool Repair, Storage and Distribution

Source: PAISD Records, 1998

FINDING

The Receiving Department provides a centralized location for vendors to deliver goods purchased by the district. The Receiving Department inspects goods received and distributes them to the district's various schools and departments. The district's schools and departments use its automated purchase order system to initiate their own purchase orders. Individual orders during the school year are seldom for more than one school or department.

One instance of a purchase affecting several schools and departments is the purchase of academic and office supplies. These supplies are bid by the district in bulk in March or April for delivery in May. The total quantity bid is a summation of requests made by each school and department. Even in this case, however, a centralized receiving location is not necessary. Although the bids are made in bulk, separate purchase orders could be sent to the winning vendor for each requesting school or department. In addition, the automated purchasing system would allow individual schools or departments to enter goods as received directly into the system, if their staff members were adequately trained in the receiving process.

Recommendation 112:

Decentralize the district's receiving function and transfer receiving responsibilities to each school and department.

Decentralizing the receiving function would allow the district to eliminate the positions of the purchasing clerk and one truck driver at the warehouse, and reassign their duties to other vacant positions. The receiving supervisor could assume oversight responsibility for the district's warehouses, retain responsibility for the food service and custodial supplies, and assume the additional responsibility of supervising the maintenance supply-room helpers in the Maintenance Building. The custodial supervisors position is discussed in more detail in the Facilities chapter of this report.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO and director of Maintenance coordinate to eliminate the centralized receiving function. July 1998
2. The director of Maintenance redefines the duties of the receiving supervisor and renames the position as warehouse supervisor. August 1998
3. Each school/department assigns one employee to act as a receiving clerk. August 1998
4. The director of Maintenance ensures that these employees are trained in the receiving process. September 1998

FISCAL IMPACT

The reassignment of the receiving clerk and the truck driver would generate an annual savings for the district of $48,000, based on their average salary of $20,000 plus 20 percent benefits for each position. Training could be provided as part of the ongoing responsibilities of the receiving supervisor.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Decentralize receiving function	$48,000	$48,000	$48,000	$48,000	$48,000

FINDING

The supervisor of custodians orders cleaning supplies in large quantities and stores them in the district's Receiving Center. Custodians ask for supplies to be delivered to each school as needed, usually once or twice a month. The supervisor does not keep track of how many supplies are used by each school and does not have standards for their use.

Recommendation 113:

Create a passive order system for custodial supplies and base the campus allocations on a best practice of five cents of cleaning supplies per gross square foot.

The director of Maintenance should develop standards for the type and amount of cleaning supplies to be used in all district facilities with the average cost set a five cents per gross square feet per year. The supplies should be delivered automatically to each facility on a monthly basis. Provisions should be made for extraordinary circumstances that occur from time to time.

This recommendation would eliminate the need for custodians to order supplies and the supervisor of custodians to fill those orders. In addition, the recommendation would standardize the amount, and type of cleaning supplies used, and based on current consumption patterns should produce a savings for the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of maintenance develops standards for the use of cleaning supplies and applies these standards to each school.	June 1998
2.	The director of maintenance develops a schedule for delivery of supplies to each school and develops guidelines for additional supplies in extraordinary circumstances.	July 1998
3.	The director of Maintenance assigns the newly created warehouse supervisor responsibility for reordering supplies.	August 1998

FISCAL IMPACT

PAISD spends $135,000 annually for cleaning supplies and has about 1,811,325 gross square feet of total building space. A standard of five cents per square foot for cleaning supplies should yield a savings of about $44,400 annually ($135,000 - [$.05 x 1,811,325 S.F.] = $44,434).

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Create a passive order system	$44,400	$44,400	$44,400	$44,400	$44,400

FINDING

PAISD is not maximizing its use of the space available at its two warehouses. The Receiving Center occupies about 8,100 square feet. According to calculations made by the review team, average annual maintenance and utility costs for district facilities is $2.75 per square foot. This was arrived at by dividing total maintenance and utility costs of $5 million by the 1.8 million square feet of facilities in the district. Based on this calculation, the average annual costs to maintain the Receiving Center facility total $22,275 (8,100 sq. ft. x $2.75).

The Maintenance Building is approximately 13,100 square feet, resulting in annual operating costs of $36,300. The Receiving Center and Maintenance Building both have unused space. The total area required to maintain the district's custodial supplies and food storage is about 3,000 square feet.

Recommendation 114:

Relocate the custodial supply and food service storage to the Maintenance Building.

Eliminating the central receiving function and creating a passive order system will allow the district to close the Receiving Center facility and maximize the usable space available at the Maintenance Building.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The CFO and director of Maintenance coordinate to contract with an architect to renovate the Maintenance Building.	July 1998

327

2. The Board of Trustees reviews and approves the relocation plan.	September 1998
3. The district moves the custodial supplies and the food service storage to the Maintenance Building.	October - December 1998

FISCAL IMPACT

The cost to renovate 3,000 square feet of the Maintenance Building and move the custodial supplies and food service storage would be about $10 per square foot or $30,000. The district would realize savings from closing the Receiving Center of $22,275 annually (8,100 sq. ft. x $2.75/sq. ft.). Since the transfer of operations would not be completed until December 1998, only half of the savings, $11,000, is anticipated in the first year.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Relocate custodial supply and food service storage	($19,000)	$22,300	$22,300	$22,300	$22,300

FINDING

PAISD does not have an inventory system to track the use of its custodial and maintenance supplies. Schools are required to fill out a Custodial Request Form to obtain custodial supplies. Items on the request forms are not priced and therefore the forms cannot be used to determine the total cost of an order. The forms are filed in the warehouse by school but are not summarized by month or entered into any type of inventory system so that a total number of items or a total cost of supplies can be determined.

The craftsmen that request maintenance supplies also must fill out a Supply Request Form that indicates the school where the part or supply item will be used. Again, though, the form only lists the item but does not price it. As with the custodial forms, these forms are filed in the warehouse but are not summarized by month or entered into any type of inventory system.

In the absence of a system to track custodial and maintenance supplies, the district cannot determine the cost and quantity of the supplies it uses. The lack of an inventory system makes it possible that theft and waste could go undetected. In addition, the district does not perform a physical inventory of supplies on hand to determine the quantity of supplies available for use at any time during the year. The amount of the supply inventory is not recorded in the district's general ledger, not even at year-end as part of the audited financial statements.

The district recently installed maintenance work-order software that the district intends to use to account for quantities and the locations of maintenance supplies. However, the software is not limited to tracking maintenance supplies; it is capable of tracking *any* inventory item.

A properly monitored inventory would allow the district to create an accurate budget for maintenance inventory purchases, keep smaller quantities of supplies on hand, and produce accurate job costing for maintenance work. Features of a strong inventory system include:

- identification of employee(s) responsible for maintaining the inventory;

- identification of purchase date, purchase order number, and vendor for each inventory item;
- daily, monthly, and annual reports of items added to and requisitioned from inventory;
- daily reports of items that have reached reorder points;
- identification of items that have been ordered and are awaiting shipment;
- ability to produce user-created query reports from an inventory database, such as inventory requests by maintenance job work order; and
- ability to interface with purchasing and accounting software.

Recommendation 115:

Establish an inventory system to track supply usage and inventory on hand.

The director of Maintenance should supervise the initial input of inventory items and the implementation of procedures to track inventory usage.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director of Maintenance develops procedures to maintain and track inventory usage.	June 1998
2.	The director of Maintenance monitors the daily and monthly reports and adjusts purchasing levels accordingly.	July 1998/ongoing
3.	The director of Maintenance coordinates the performance of a physical inventory as of the year-end.	August 1998
4.	The chief financial officer records the value of the physical inventory in the general ledger.	September 1998
5.	The director of Maintenance uses an existing employee to inventory the stock in the maintenance warehouse.	June 1998
6.	The employee inventories the materials in the warehouse and the maintenance supervisor's secretary inputs the data into the work-order system.	June 1998 - September 1998

FISCAL IMPACT

TSPR estimates it would take 40 hours to inventory PAISD's custodial supplies and that this can be accomplished by existing staff.

FINDING

Since PAISD does not have an inventory system that can indicate which school or department is using supplies, supplies that are purchased are shown in district accounting as an expenditure of the Maintenance Department rather than the school or department.

PAISD cannot determine the cost of supplies incurred by each of its schools, or compare these costs across schools. The district's current budget does not include a line item for supplies for each of the schools. Again, the lack of an inventory system and cost-tracking by school makes it possible that theft and waste could go undetected. A system to track costs by school would improve accountability and provide accurate figures for costs by school. The accounting code structure that is prescribed and required by TEA for school districts allows for the accounting of expenditures by school or department.

Recommendation 116:

Charge the expenditure of supplies inventory to requesting schools and departments.

The district's budget should include all expenditures by school and department, including supplies requisitioned from the warehouse. This method of accounting would ensure better accountability and provide more accurate data on costs for each school and department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Maintenance reviews the maintenance and custodial inventory request forms to determine the use of supplies by school.. June 1998

2. The director of Maintenance advises the CFO of the percentage of supplies inventory by school for use in preparing the fiscal 1999 budget. July 1998

FISCAL IMPACT

This recommendation should be implemented by the director of Maintenance and chief financial officer as part of their normal duties; therefore, no additional cost would accrue to the district.

FINDING

The Maintenance warehouse has an inventory of specialty tools including large rotary drills, jigsaws, nail guns, gas leak detectors and large pipe wrenches. The tools are used by craftsmen such as plumbers, electricians, and carpenters to perform repairs and maintenance at district schools. These tools are not used on a daily basis but are checked out by each craftsman as needed to perform a particular job.

Repairs to these specialty tools are performed by a Warehouse repairman/helper. This task has become labor-intensive because the tools are old and replacement parts are sometimes difficult or impossible to obtain. The district does not contract out for the repair of these tools, nor has the budget included additional tool purchases for at least three years; therefore, the proper tools sometimes are not available for the craftsmen's use.

The district does not have a listing of its specialty tools inventory and therefore TSPR could not determine its dollar value or the condition of each tool. The district has no plan to replace obsolete tools on a regular basis.

Recommendation 117:

Replace obsolete tools and contract with the manufacturer for repair or replacement when purchasing new tools.

Newer and better tools would increase the productivity of the craftsmen who perform repairs and maintenance at PAISD's schools. In securing bids for new tools, the district should include a provision for repairs under an extended warranty. The district also could stipulate that the manufacturer replace broken tools if they break within a specified period of time, as in its agreements for smaller tools; the district purchases items such as wrenches, hammers, and screwdrivers with a lifetime agreement for replacement of broken tools.

Replacement of obsolete tools could be accomplished over a period of five years. The director of Maintenance and CFO should coordinate to determine the purchases to be made each year. The district could eliminate one repairman/helper position by replacing obsolete tools and purchasing an extended warranty to repair new ones. The district's other two supply room helpers could dispense tools as requested by the craftsmen. The skills of the repairman could be used in other vacant positions in the Maintenance Department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Maintenance determines the tools inventory needed.	July 1998
2. The director of Maintenance coordinates with the CFO to include the tools in the budget.	July 1998
3. The director of Maintenance coordinates with the supply room repairmen/helpers to maintain an inventory of specialty tools.	July 1998
4. The director of Maintenance, with superintendent approval, transfers the repairman/helper to a vacant maintenance helper position.	August 1998
5. The director of Maintenance reassigns any job responsibilities that were not eliminated to the other two repairmen/helpers.	September 1998

FISCAL IMPACT

The annual cost to the district to replace obsolete tools is estimated at $5,000, based on the budget of a comparable school district. The elimination of one repairman position would result in net annual savings of $26,650 ($20,500 salary plus 30 percent benefits).

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Replace obsolete tools.	$21,700	$21,700	$21,700	$21,700	$21,700

PORT ARTHUR

FOOD SERVICES

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 11

FOOD SERVICES

This chapter reviews PAISD's Child Nutritional Services Department in three sections:

A. Organization and Management
B. Student Meal Participation
C. Cost Reporting and Control

BACKGROUND

School food service programs should provide an appealing and nutritionally sound breakfast and lunch program for students, as economically as possible. Food programs are funded through a combination of federal subsidies for students from low-income families and the personal contributions of students who are able to pay. The federal government also provides schools with surplus food products through the U.S. Department of Agriculture (USDA).

PAISD's program is subject to annual audits by the Texas Department of Human Services and annual inspections by the City of Port Arthur Health Department. The programs also must file a detailed report with the Texas Education Agency (TEA) to document its reimbursements from the National School Lunch and Breakfast Program.

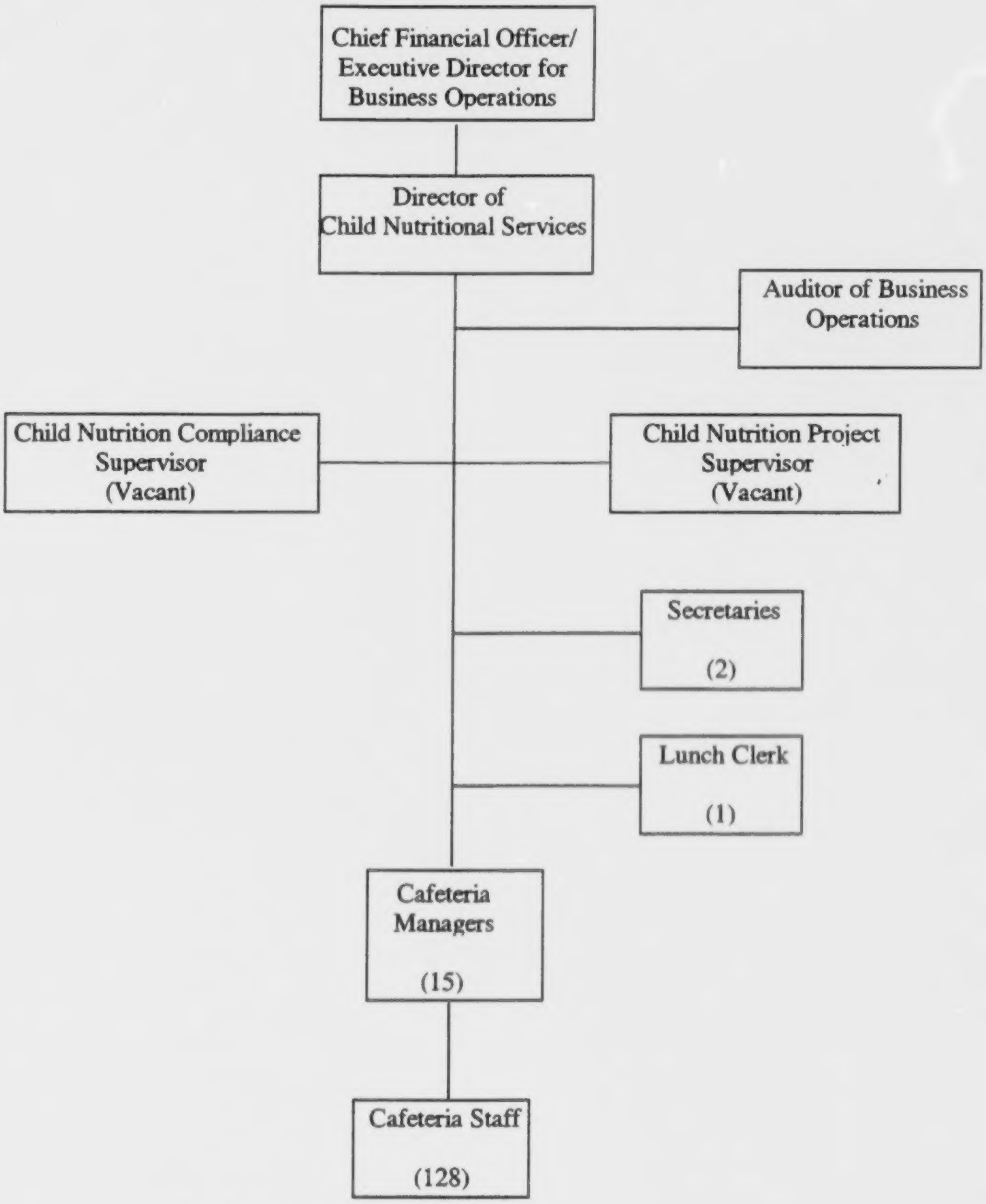
A. ORGANIZATION AND MANAGEMENT

CURRENT SITUATION

Child Nutritional Services, with an annual operating budget of $3.7 million, prepares and serves breakfast and lunch meals to students and adults at 16 of the district's 18 schools and education centers. The department operates from 15 cafeterias; the Lincoln High School cafeteria also prepares meals for the Lamar Community Guidance Center, which houses an alternative education program for students with disciplinary problems. During January 1998, the department served an average of 3,232 breakfasts and 7,347 lunches per day. PAISD has a closed campus policy, meaning that students cannot leave campuses for lunch. This policy is relatively easy to enforce at elementary and middle schools, but becomes more problematic at high schools since some students leave campus at the lunch hour to participate in vocational education and other courses at the Stilwell facility, and therefore may not eat lunch on campus before they leave.

As **Exhibit 11-1** shows, the director of Child Nutritional Services reports to the district's chief financial officer (CFO). The director is responsible for coordinating and administering all aspects of the Child Nutritional Services program, including the supervision of menu planning, meal preparation, and food service in all 15 cafeterias; the assessment of all needs related to the implementation of the Child Nutritional Services program; preparation and administration of the department's budget; and supervision of all department staff. The director is assisted in these responsibilities by two secretaries, a lunch clerk who processes applications for the National School Lunch and Breakfast Program, and a business operations auditor who files reimbursement claims under the National School Lunch and Breakfast Program; processes payroll for department employees; tracks the budget; handles accounts payable; and tracks meal participation rates.

Exhibit 11-1
PAISD Child Nutritional Services Department


Chief Financial Officer/
Executive Director for
Business Operations
Director of
Child Nutritional Services
Auditor of Business
Operations
Child Nutrition Compliance
Supervisor
(Vacant)
Child Nutrition Project
Supervisor
(Vacant)
Secretaries
(2)
Lunch Clerk
(1)
Cafeteria
Managers
(15)
Cafeteria Staff
(128)

Source: PAISD Child Nutritional Services, 1997-98.

The director of Child Nutritional Services also is responsible for ensuring that the department complies with the USDA's school breakfast and lunch program, and the associated regulations of TEA's Child Nutrition Program. As of January 1998, 71 percent of the district's students were approved to receive free or reduced-price meal benefits through USDA. In addition to such reimbursements, the district also receives free USDA food commodities.

Child Nutritional Services uses the Bon Appetit food services management software to run its operations. The system includes a point-of-sale device in which cafeteria workers record transactions for paid meals and free and reduced-price meals. The system also allows the department to capture the information needed to obtain reimbursement from state and federal sources for free and reduced-price meals.

Every PAISD staff member and student is assigned an identification number that they use to purchase meals or to identify themselves as eligible for free or reduced-price meals. The cashier enters the number and the information for that person is pulled up on the computer screen. This information tells the cashier whether the person should pay full price for the meal, pay a reduced price, or receive a free meal. The identification numbers allow students eligible for free and reduced-price meals to remain anonymous, and avoid feeling embarrassed or stigmatized for participating in the program.

The district's 15 cafeterias are each staffed by a total of 128 full-and part-time employee positions, including 15 managers that oversee each cafeteria's operations. Managers work an average of seven hours a day. Cooks work from five-to seven-hour days, and most cook's helpers and cashiers work three-hour days. All food service employees in cafeterias work 10 months a year.

At the time of TSPR's site visit, 12 of the 128 cafeteria positions were vacant, **Exhibit 11-2** displays those PAISD cafeterias with vacancies, the type of position vacant, and the number of hours per day normally worked by those positions.

Exhibit 11-2
Vacancies At PAISD Cafeterias

Cafeteria	Position Vacant	Hours Worked Per Day
Austin High School	Cook	4.5
	Cashier	3.0
	Cook's Helper	3.0
Edison Middle School	Cook's Helper	3.0
	Cook's Helper	3.0
Wilson Middle School	Cashier	3.0
	Cook's Helper	3.0
Franklin Elementary School	Cook's Helper	3.5
Lee Elementary School	Cook's Helper	3.0
Travis Elementary School	Cook	6.0
Tyrrell Elementary School	Cook	7.0
Washington Elementary School	Cook's Helper	4.0

Source: PAISD Food Services, 1996-97.

FINDING

In the 1996-97 school year, Child Nutritional Services achieved a net profit of $150,325 after two successive years of financial losses. **Exhibit 11-3** shows the department's revenues, expenditures, profits, and losses for the 1994-95, 1995-96, and 1996-97 school years, with expenditures expressed as a percentage of revenue. As the exhibit shows, Child Nutritional Services overspent revenues by $451,171 in the 1994-95 school year and $61,322 in 1995-96. These expenditures were not due to an unprofitable food service operations, but rather these funds were used primarily to remodel the cafeteria at Woodrow Wilson Middle School, purchase computers, and obtain the KRONOS Time Keeper system. According to the auditor of business operations for Child Nutritional Services, the district pays an annual rental fee of about $30,000 for the use of KRONOS.

Exhibit 11-3
PAISD Child Nutritional Services Department
Profit And Loss Statements
1994-95 Through 1996-97

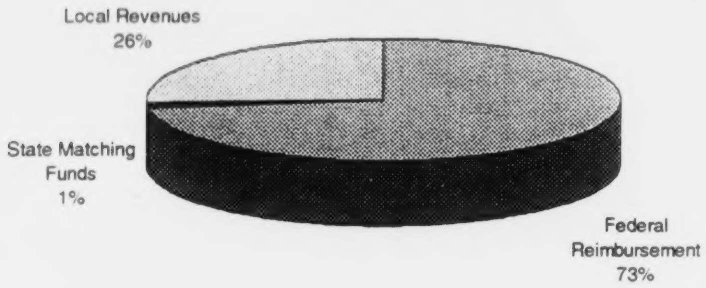
	1994 -95		1995 -96		1996 -97		
Revenues and Expenditures	**Amount**	**Percent of Revenue**	**Amount**	**Percent of Revenue**	**Amount**	**Percent of Revenue**	**Percent Change 1994-97**
Revenues							
Federal Reimbursement	$2,430,997	71.0%	$2,588,487	72.8%	$2,738,748	73.2%	12.7%
Revenues from State	$0*	0.0%	$51,164	1.4%	$47,965	1.3%	-0-
Local Revenues	$992,394	29.0%	$916,859	25.8%	$953,977	25.5%	(3.9%)
Total Revenues	**$3,423,391**	**100.0%**	**$3,556,510**	**100.0%**	**$3,740,690**	**100.0%**	**9.3%**
Expenditures							
Food Costs	$1,611,339	47.1%	$1,656,273	46.6%	$1,700,180	45.4%	5.5%
Labor Costs	$1,656,712	48.4%	$1,720,350	48.4%	$1,769,327	47.3%	6.8%
Direct Operating Expenses	$138,438	4.0%	$114,579	3.1%	$65,545	1.8%	(52.7%)
Capital Outlay	$468,073	13.7%	$126,630	3.6%	$55,312	1.5%	(88.2%)
Total Expenditures	**$3,874,562**	**113.2%**	**$3,617,832**	**101.7%**	**$3,590,365**	**96.0%**	**(7.3%)**
Net Profit (Loss)	**($451,171)**	**(13.2%)**	**($61,322)**	**(1.7%)**	**$150,325**	**4.0%**	

Source: PAISD Child Nutritional Services Department, 1996-97.
**State matching funds totaling $50,898 were mistakenly accounted for in the amount of federal reimbursement for 1994-95.*

Exhibit 11-4 shows the department's revenue sources by type for 1996-97.

BEST COPY AVAILABLE

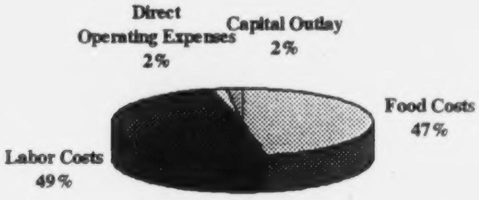
Exhibit 11-4
PAISD Child Nutritional Services Revenues



Source: PAISD Child Nutritional Services Department, 1996-97.

Exhibit 11-5 shows the operating expenses for Child Nutritional Services broken down by expenditure type. Percentages in this exhibit represent the percentage of total *expenditures*, not the percentage of total revenues. That information is captured in the "Percent Of Revenue" columns in **Exhibit 11-3**.

Exhibit 11-5
PAISD Child Nutritional Services Expenditures



Source: PAISD Child Nutritional Services Department, 1996-97.

Despite the district's conscious decision to spend a portion of the fund balance to remodel Woodrow Wilson's cafeteria in 1996-97, the department had a fund balance of $150,325.

COMMENDATION

Child Nutritional Services has used its positive fund balance to make purchases of computers and software and to remodel a cafeteria, all of which should continue to improve the food service department's profitability in the future.

FINDING

Prior to the 1997-98 school year, the department employed three supervising managers to oversee a portion of the district's cafeterias. Each supervisor was responsible for acting as a liaison between the department and the principals of their assigned schools and overseeing these schools' cafeteria operations. One of the supervisory positions was vacated in the middle of the 1996-97 school year and was eliminated before the beginning of 1997-98. The other two positions were vacated in late 1997 and have not been refilled.

In preparing to fill these vacancies, the director created job descriptions for two new positions. A *child nutrition compliance supervisor* will be responsible for monitoring district participation in the National School Lunch and Breakfast Program and for ensuring that all cafeterias operate in compliance with federal, state, and local law. The duties of the position will include regular monitoring of each cafeteria to ensure program compliance; performing the annual Coordinated Review Effort required by TEA; assisting cafeteria managers with their campus budgets; overseeing menu planning activities; evaluating each cafeteria's production efficiency and recommending improvements; assisting cafeteria managers in reviewing work schedules and adjusting them to meet production and service needs; providing guidance, training, and assistance to department employees to improve their performance; providing personnel management recommendations to the director; and assisting cafeteria managers and other staff in maintaining production record information, standardized recipes, invoices, personnel forms, time sheets, and sanitation and safety reports.

The *child nutrition project supervisor* will be responsible for developing marketing strategies to encourage greater participation in the food service program. The duties of the position will include directing a marketing program, including the development of marketing goals and objectives; developing and distributing promotional materials; soliciting recommendations to improve each school's food service; monitoring cafeterias to determine the acceptability and accuracy of meal count procedures; standardizing recipes to control food quality and quantity; planning special menus and events to increase meal participation; providing educational materials to parents, teachers, and school administrators on the importance of child nutrition; and assisting the department in producing and maintaining appropriate records.

Both positions are very important to improving Child Nutritional Services operations, and the vacancies have made it difficult for the department to operate effectively. Compliance with federal food program regulations is very important to any food service program. It is equally important for the department to concentrate on methods to increase student meal participation in order to increase revenues. PAISD receives federal reimbursements and $527 in compensatory education funding for every student who qualifies for meal programs.

Filling the positions of child nutrition compliance supervisor and child nutrition project supervisor will help Child Nutritional Services maintain strict adherence to federal food program regulations and increase participation in the district's meal programs by finding ways to improve the attractiveness of its programs.

Recommendation 118:

Immediately fill the positions of child nutrition compliance supervisor and child nutrition project supervisor.

The board and superintendent should expedite the hiring process.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Child Nutritional Services reviews the job descriptions for the child nutrition compliance supervisor and child nutrition project supervisor positions with the Administrative Services Department to ensure that all appropriate information is included in the descriptions. June 1998
2. The superintendent presents the job description to the board and seeks approval to hire the two supervisors. June 1998
3. In conjunction with the Administrative Services Department the director of Child Nutritional Services advertises the two positions. June 1998
4. The director of Child Nutritional Services interviews applicants and selects candidates who meet the qualifications listed in the job descriptions for each position. July 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources, since the district has already budgeted for both supervisory positions.

FINDING

In individual and group interviews, many Child Nutritional Services employees indicated that much of their cafeteria equipment is old and unreliable, and is only maintained on a limited basis by the district's Maintenance Department. Cafeteria managers said that basic equipment such as steamers, ovens, refrigerators, freezers, and steam tables are prone to breaking down.

The division usually budgets $55,000 for new equipment purchases. The director of Child Nutritional Services estimates that the division is about a year behind in ordering and replacing equipment because it has no plan for equipment maintenance or replacement.

Recommendation 119:

Develop a preventive maintenance and replacement plan for Child Nutritional Services equipment.

Such planning would ensure that resources are available when breakdowns occur.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Child Nutritional Services directs cafeteria managers to provide a report on all equipment used in each cafeteria, including the age and operating status of each piece of equipment.	June 1998 and Annually
2. Based on reports from each cafeteria, the director and cafeteria managers develop a maintenance and/or replacement schedule for each piece of equipment, with the equipment in each cafeteria most in need of repair or replacement receiving the highest priority.	July 1998 and Annually
3. The director of Child Nutritional Services ensures that each cafeteria has equipment maintained or replaced by the district maintenance department based on the above schedule.	September 1998 and Annually

FISCAL IMPACT

This recommendation can be implemented with existing resources, since the money for maintenance and equipment replacement can come from Child Nutritional Services' annual fund balance.

FINDING

Cafeteria managers expressed concern that Child Nutrition Services employees lack a procedures manual telling them how to carry out their job duties. A procedures manual would provide clear and consistent instructions for all employees on the appropriate ways to perform their jobs.

Topics covered in such a manual might include proper procedures for cleaning deep fryers; entering new students into the Bon Appetit point-of-sale system; preparing monthly or weekly reports; daily closing and opening procedures; information on all health, safety, and sanitation regulations that department employees must follow; job descriptions for all positions in the cafeteria; and detailed instructions on the duties performed by each position.

Recommendation 120:

Develop procedures for all key tasks and include them in a manual circulated to all Child Nutritional Services employees.

The procedures manual should be developed with the participation and input of the cafeteria managers.

IMPLEMENTATION STRATEGIES AND TIME LINE

1. The director of Child Nutritional Services, in conjunction with key department personnel, drafts a procedures manual that includes the elements mentioned above.	August 1998
2. The director of Child Nutritional Services circulates the draft among cafeteria managers for review and comment.	September 1998
3. The director of Child Nutritional Services reviews the comments and revises the draft as necessary.	October 1998
4. The director of Child Nutritional Services finalizes the policies and procedures manual.	November 1998
5. The director of Child Nutritional Services distributes the policies and procedures manual to all staff in the central office and to all cafeteria workers through their cafeteria managers.	December 1998
6. Cafeteria managers review the policies and procedures manual with all cafeteria employees.	December 1998 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

One of the major concerns expressed by cafeteria managers was the fact that they have no regular opportunity to meet and discuss department business with their fellow managers. The department does not have regular staff meetings or other avenues of communication that would allow department personnel to discuss problems and share ideas about how to improve their operations.

Recommendation 121:

Establish bi-weekly staff meetings between the director of Child Nutritional Services and cafeteria managers.

Staff meetings will improve communication and morale within the department and facilitate problem-solving discussions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Child Nutritional Services conducts bi-weekly staff meetings with all cafeteria managers.	September 1998 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

B. STUDENT MEAL PARTICIPATION

CURRENT SITUATION

Increasing student meal participation is important to PAISD for two reasons. First, the district can increase the federal reimbursement funding it receives for every student participating in meals. Second, the district can increase the amount of compensatory education money it receives for each additional student qualified for free and reduced-price meals; PAISD receives $527 in compensatory education money for every student qualified.

Many PAISD students qualify for the free and reduced-price meals; in the 1997-98 school year, approximately 71 percent of the student body was eligible.

As in many other districts, a much larger percentage of PAISD's students participate in the lunch program than in the breakfast program, regardless of whether they are in the free and reduced-price program or pay full-price for their meals. **Exhibit 11-6** shows the average daily participation in PAISD's breakfast and lunch programs for the 1994-95, 1995-96, and 1996-97 school years. Child Nutritional Services served an average of 2,852 breakfasts and 7,972 reimbursable lunches a day to students. In addition to lunches, the department operates snack bars and an a la carte lunch program offering items such as pizza, hamburgers, and sandwiches at district secondary schools. In 1996-97, more than $474,000 in cash sales were generated from a la carte offerings.

Exhibit 11-6
Participation In PAISD Child Nutritional Services Programs
1994-95 Through 1996-97

Food Service	1994-95	1995-96	1996-97	Percent Change 1994-97
Paid Average Daily Breakfasts	238	249	222	(6.7)
Reduced Average Daily Breakfasts	65	74	69	6.2
Free Average Daily Breakfasts	2,408	2,460	2,561	6.4
Total	**2,711**	**2,783**	**2,852**	**5.2**
Paid Average Daily Lunches	1,848	1,696	1,526	(17.4)
Reduced Average Daily Lunches	340	345	364	7.1
Free Average Daily Lunches	6,113	6,056	6,082	(0.5)
Total	**8,301**	**8,097**	**7,972**	**(3.9)**

Source: PAISD Child Nutritional Services Department, 1996-97.

The exhibit also shows a 5 percent increase overall in breakfast participation primarily due to increased participation in the free and reduced price breakfast program. At the same time, lunch participation fell by about 4 percent, with the most significant decrease occurring among students and adults who pay full price. In fact, paid participation in the programs declined for both breakfast and lunch, by 6.7 percent for paid breakfasts and 17.4 percent for paid lunches.

Overall participation rates remain substantially higher in the lunch program than in the breakfast program. **Exhibit 11-7** shows that while the overall lunch participation rate—the average number of daily student lunches served expressed as a percentage of enrollment—remained fairly steady at about 69 percent over the past three school years, the overall breakfast participation rate rose from 22.6 percent to 24.6 percent over the same period.

Exhibit 11-7
Comparison of Overall PAISD Food Service Participation Rates

School Year	Average Daily Breakfasts Served	Participation Rate	Average Daily Lunches Served	Participation Rate
1994-95	2,711	22.6%	8,301	69.0%
1995-96	2,783	23.7%	8,097	69.1%
1996-97	2,852	24.6%	7,942	68.8%

Source: PAISD Child Nutritional Services Department, 1996-97.

FINDING

To increase breakfast participation, PAISD has initiated a pilot project at Travis Elementary School in which breakfast is brought into the classrooms so that students may eat before beginning their studies. In this pilot program, about 700 of the school's 750 students now eat breakfast, compared to about 200 who did so before the pilot started. This effort has demonstrated that an innovative approach can increase breakfast participation.

Despite its success, the Travis pilot breakfast program has not received universal praise. The principal reported resistance from teachers, who objected to the disruption of classroom activities as well as the potential for messes. The program also requires intensive efforts on the part of cafeteria personnel, who must not only deliver the meals to the classrooms using portable carts but must also return to pick up carts, trays, and any remaining breakfast items.

Despite this resistance, the program does ensure that students start their school day with a nutritious breakfast, which increases their ability to learn. To deal with potential resistance and logistical problems that might arise in replicating the program at other schools, Child Nutritional Services must learn from the pilot experience and adjust accordingly, or examine some other approach to increasing breakfast participation.

Many schools across the country also use innovative approaches to ensuring that their students benefit from a good breakfast. For example, Alexander High School in Douglasville, Georgia increased its breakfasts served from 50 to more than 750 per day, a 1,400 percent increase, by implementing a "grab-and-go" quick-serve menu format. A "grab-and-go" meal service may include distributing individually-wrapped breakfast items to students, from mobile carts, as they enter school buildings each morning. Some school districts have placed mobile carts along driveways, or "drive-throughs," of schools where students can pick up and buy breakfast items.

Another innovative breakfast program is the "breakfast-in-a-bag" program implemented at Pace High School in Brownsville, Texas. Since implementing the program in the 1993-94 school year, the school's average daily number of breakfasts served has risen by more than 600 percent, from about 300 participating students to 2,300. Brownsville ISD achieved these results without any significant logistical problems. In 1994, the Brownsville ISD tested the breakfast-in-a-bag program in two elementary schools and experienced participation increases of 50 to 90 percent over a pre-test base. "Breakfast-in-a-bag" meal service, which is similar to a grab-and-go breakfast, may include breakfast items that are loaded onto carts and delivered to student classrooms during the morning snack time. Bags also can be distributed to school children when they load school buses in the morning, so that breakfast can be eaten on the way to school.

These two programs differ from the PAISD pilot in that they offer prepackaged meals that students can pick up from mobile carts located in school hallways. The prepackaged, ready-to-go meals not only provide for convenient pickup but also involve fewer logistical problems associated with delivery and clean-up.

A reimbursable breakfast menu could be developed that includes prepackaged meals, similar to the format used at quick-service restaurant chains. Mobile carts could be located in building hallways to increase convenience and speed of service. Based on the results achieved at Douglasville High School and in Brownsville ISD, and on the interesting preliminary results achieved in PAISD's pilot test at Travis Elementary, the district could easily experience increases in breakfast participation of as much as 30 percent.

Recommendation 122:

Expand the pilot project begun this year at Travis Elementary and change the approach to a "grab-and-go" quick service menu concept.

The expansion of the pilot should be accomplished with input from teachers so that breakfast participation can be increased with a minimum of disruption to classroom activities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Child Nutritional Services goes to Travis Elementary and seeks input from the principal, teachers, and food service workers to identify potential problems in a quick-service system.	July 1998
2. All parties develop a plan.	July 1998
3. The director of Child Nutritional Services develops three "grab-and-go" breakfast meals.	July-August 1998
4. To test pilot the "grab-and-go" breakfast format, the director of Child Nutritional Services identifies the two elementary schools, one middle school, and one senior high school with the highest number of students approved for free and reduced-price meals.	September 1998
5. The director of Child Nutritional Services develops a detailed implementation plan for the "grab-and-go" breakfast format at the test sites and reviews the plan with school administrators at these campuses.	September 1998
6. The director of Child Nutritional Services implements the program at the four test sites.	September 1998
7. The director of Child Nutritional Services gathers feedback from teachers, cafeteria managers, administrators, and students to evaluate program effectiveness and make adjustments where necessary.	October 1998
8. The director of Child Nutritional Services repeats steps one through five until the "grab-and-go" breakfast concept has been implemented at all district campuses. Three campuses a year may be targeted for the implementation of this concept.	August 1999 - September 2000

FISCAL IMPACT

Based on the experiences of other districts using such programs, and the promising results of the Travis Elementary pilot, PAISD should ultimately be able to increase its student breakfast participation significantly. For the purposes of this estimate, TSPR conservatively assumes an increase of 20 percent in revenue.

Based on 1996-97 breakfast revenue (both for paid and reimbursable breakfasts) of $541,348, a 20 percent revenue increase would raise $108,270 annually. Assuming continued food costs of 45.4 percent, the net additional revenue would total $59,550 annually. Since the implementation of the "grab-and-go" breakfast program would occur over a five-year period, the annual revenue increases are estimated at $11,910.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Increase Student Breakfast Participation	$11,910	$23,820	$35,730	$47,640	$59,550

FINDING

PAISD staff and community members told TSPR that student organizations are allowed to sell candy and snacks in school cafeterias during the lunch hour to raise money for student activity funds. The review team also witnessed the sale of such items during the lunch hour. In one school, the fundraising table was set up directly across from the cafeteria snack bar. Not only does the sale of candy and snacks at lunch directly compete with Child Nutritional Services' efforts to provide nutritious meals to students, but it is *also* a violation of the federal law governing the National School Lunch Program. Under that law, the sale of candy and other "foods of minimal nutritional value" are prohibited in food service areas during lunch periods. Child Nutritional Services also has the authority to control the sale of other types of foods sold in competition with its operations.

Recommendation 123:

Prohibit the sale of candy and other items sold in competition with Child Nutritional Services items in the cafeteria during lunch periods.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Child Nutritional Services informs all school principals and cafeteria managers that the sale of competing food items in the cafeteria at lunch time is prohibited.	June 1998
2. The cafeteria managers work with school principals to see that the rule is enforced.	Ongoing

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

In light of the recent decline in paid meal participation as shown in **Exhibit 11-7**, it is especially important for the Child Nutritional Services Department to determine what their customers want. The department does not formally survey its customers to determine their perception of food quality, quantity, or variety, or about the quality of the service it provides.

Some districts have set up committees of students, teachers, and parents to assist in menu planning and to provide suggestions for making meals more appealing. Beaumont ISD established a customer service committee made up of students, parents, and faculty to provide Food Services with input on improving meal quality and variety. Edinburg ISD convenes groups of students and groups of parents to get their advice on improving food quality, and holds student "tasting parties" to test recipes.

Recommendation 124:

Establish a system to regularly assess customer satisfaction with Child Nutritional Services.

The department should use information gathering methods, including formal surveys of students, faculty, administrators, and parents; customer service committees made up of students, faculty, administrators, and parents who meet to provide regular feedback on food quality, quantity, and variety; and "tasting parties" to test new recipes and to get opinions on improving existing food products.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Child Nutritional Services develops survey instruments to administer to students, teachers, administrators, and parents.	September-October 1998
2.	The director of Child Nutritional Services reviews the survey with cafeteria managers and the CFO and revises as necessary.	November 1998
3.	The director of Child Nutritional Services administers the survey to students, teachers, administrators, and parents.	January 1998
4.	The director of Child Nutritional Services analyzes the survey results and develops recommendations on possible changes to menus and services.	February 1998
5.	The director of Child Nutritional Services works with PAISD administration to form customer service committees at the elementary, middle, and high school level to advise Child Nutritional Services on food service issues.	September 1998
6.	Campus-Based Decision Committees review the survey data and provide regular input to Child Nutritional Services on food service issues.	Ongoing
7.	The director of Child Nutritional Services conducts "tasting parties" with students throughout the district and uses student opinions as needed to improve food products.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

C. COST REPORTING AND CONTROL

CURRENT SITUATION

Child Nutritional Services uses its Bon Appetit software system to run its operations, record data, serve as the point of sale system in its cafeterias and produce reports. The system is approved by the USDA for use in conjunction with the National School Lunch and Breakfast programs to capture information necessary to report progress and file for reimbursements. The Bon Appetit system is used in school cafeterias to record sales and verify the status of students who qualify for free and reduced-price meals.

FINDING

Child Nutritional Services raised lunch prices at the beginning of the 1996-97 school year from $1.00 to $1.25 for elementary school students and from $1.25 to $1.50 for secondary school students. **Exhibit 11-8** compares PAISD's breakfast and lunch prices with those of other districts in Region V. The exhibit shows that even with this price increase, PAISD's lunch prices are still among the lowest in Region V and lower than the federal reimbursable rate of $1.84 for a free lunch.

Exhibit 11-8
Comparison of PAISD Breakfast and Lunch Prices With Other Region V Districts

District	BREAKFAST			LUNCH		
	Elementary	**Secondary**	**Adults/ Visitors**	**Elementary**	**Secondary**	**Adults/ Visitor**
Anahuac	$0.50	$0.50	$0.75	$1.50	$1.75	$2.00/ $2.50
Barbers Hill	$0.50	$0.60	$0.80	$1.25	$1.50	$2.00
Beaumont	$0.60	$0.60	$1.00	$1.25	$1.50	$2.00/ $2.50
Bridge City	$0.60	$0.60	$0.80	$1.00	$1.20 $1.40 $1.50	$1.85/ $2.10
Brookeland	$0.45	$0.50	$1.00/ $1.25	$0.85	$1.00	$1.50/ $2.00
Buna	$1.00	$1.00	$1.10/ $1.15	$1.50	$1.75	$1.80
Burkeville	$0.50	$0.50	$0.75	$0.75	$1.00	$1.50/ $2.00
Dayton	$0.75	$0.75	$1.00	$1.25	$1.25	$2.00/ $2.25
Devers	$0.45	$0.45	$1.00	$0.90	$0.95	$2.00
Deweyville	$0.50	$0.50	N/A	$1.25	$1.50	$2.00/ $2.50
Evadale	$1.00	$1.00	$1.50	K-5: $1.25 6-8: $1.50	$1.75	$2.25
Hampshire-Fannett	$0.75	$0.75	$0.95	$1.35	$1.55	$2.00/ $2.60
High Island	$0.60	$0.60	$0.60	K-3: $.60 4-8: $.80	$0.90	$1.25
Jasper	$0.60	$0.75	$1.00	$1.00	$1.25/$1.50	$2.25
Kountze	$0.50	$0.50	$.85/ $1.00	$1.25	$1.50	$2.00/ $2.50
Little Cypress-Mauriceville	$0.75	$0.75	$1.00	$1.25	$1.50/$1.75	$2.25/ $2.75
Lumberton	$0.75	$1.25	$1.50/ $1.75	$1.50	$1.75/$2.00	$2.25/ $2.50
Nederland	$0.85	$0.85	$1.10/ $1.50	$1.35	$1.50	$2.15/ $3.00
Newton	$0.70	$0.70	$1.00/ $2.00	$1.25	$1.50/$1.75	$2.25/ $3.00
Orangefield	$0.75	$0.75	$2.00	$1.25	$1.50	$2.00
Port Arthur	**$0.50**	**$0.50**	**$1.00/ $1.25**	**$1.25**	**$1.50**	**$2.00**
Port Neches-Groves	K-3: $.50 4-5: $.60	$0.75	$1.00/ $1.25	K-3: $1.00 4-5: $1.25	6-8: $1.35 9-12: $1.50	$1.75/ $2.50
Silsbee	$0.75	$0.75	$1.00/ $2.00	$1.25	$1.50	$1.25/ $2.50
Tarkington	$0.60	$0.60	$0.75	$1.10	$1.25	$1.75
Vidor	$0.60	$0.60	$0.90	$1.20	$1.40	$1.90/ $2.00
West Orange Cove	$0.60	$0.60	$1.00	$1.40	$1.50	$2.00
Average	$0.64	$0.68	$1.01/$1.16	$1.19	$1.43	$2.00/$2.25

Source: PAISD Child Nutritional Services Department, 1996-97.

COMMENDATION

Child Nutritional Services has been able to improve its financial situation while still keeping meal prices low compared to other districts in the area.

FINDING

Child Nutritional Services does not track its labor costs; the auditor of Business Operations only recently began to track this information to determine the relative productivity of its workers, but does not have labor cost or productivity standards in place. Without such standards, it is difficult to hold management accountable for labor inefficiencies and low productivity.

Exhibit 11-9 shows that, in all, PAISD's cafeteria staff maintain a relatively high ratio of meals served to labor hours. Based on the information provided by the auditor of Business Operations, the district average for 1996-97 was 16.98 meals served per labor hour. In comparison, the industry efficiency standard developed by Dorothy V. Pannell's *Cost Control Manual for School Food Service Directors,* ranges from 14 to 18 meals per labor hour (MPLH) depending on the number of meals served. However, some cafeterias are operating below the recommended MPLH.

Exhibit 11-9
PAISD Cafeteria Staff Sizes And Productivity,
1997-98

School	Staff Size	Average Daily Meals Served In 1996-97	Hours Worked Per Day	Meals Per Labor Hour	Recommended Meals Per Labor Hour**
Austin High	8	526	42	12.52	15
Jefferson High	14	1,133	68.5	16.54	18
Lincoln High*	12	745	53.5	13.93	17
Edison Junior High	10	993	56.5	17.57	18
Wilson Junior High	12	1,065	53.5	19.91	18
DeQueen Elementary	7	657	39.5	16.62	16
Houston Elementary	7	800	37.5	21.33	18
Franklin Elementary	9	964	45.5	21.19	18
Lee Elementary	9	1,035	53.5	19.34	18
Pease Elementary	5	342	31.5	10.86	14
Travis Elementary	7	1,026	48.5	21.16	18
Tyrrell Elementary	8	747	39.0	19.15	17
Washington Elementary	9	630	44.5	14.15	16
Wheatley Elementary	6	424	29.0	14.63	14
Dowling Elementary	5	325	29.5	11.03	14
Total	**128**	**11,412**	**672.0**	**16.98**	

Source: Compiled from PAISD Child Nutritional Services data, 1997-98.
** Includes meals prepared for Lamar Community Guidance Center.*
*** From Dorothy V. Pannell*
Cost Control Manual for School Food Service Directors.

BEST COPY AVAILABLE

As **Exhibit 11-9** shows, seven of the district's 15 cafeterias have labor productivity below recommended MPLHs. Child Nutritional Services should regularly identify cafeteria operations that fall below the standard and take steps to address those problems.

Recommendation 125:

Establish labor cost percentages and productivity standards for the Child Nutritional Services Department and each cafeteria.

Establishing labor cost percentages and productivity standards could help PAISD track labor costs and bring those cafeterias with lower levels of efficiency up to the districtwide standard. The department could establish a productivity standard of a minimum 14 MPLHs. Productivity standards and corresponding staffing requirements should be developed and implemented at each campus to achieve this target. Labor cost percentages and productivity standards could be reflected in campus-level budgets and should be clearly communicated to each manager. Monthly variance reports could be developed to provide management with a comparison between productivity targets and actual results. Any unfavorable variance then could be easily identified and corrected.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Child Nutritional Services and auditor for Business Operations work with cafeteria managers to establish labor cost and productivity standards for each school.	July-August 1998
2. The director of Child Nutritional Services ensures that labor cost and productivity standards are incorporated into campus-level budgets at the beginning of 1998-99.	August 1998
3. The director of Child Nutritional Services ensures prior month's labor cost percentages and cafeteria productivity results are reviewed at monthly manager's meetings. Managers are recognized for favorable variances from standards, while unfavorable variances are identified and corrected in a timely manner.	Beginning September 1998 and ongoing

FISCAL IMPACT

Most Child Nutritional Services workers are employed part-time, therefore TSPR's discussions of savings refers to hours saved rather than FTEs reduced. Assuming an average of 10,824 meals served per day, a reduction of 46 average daily cafeteria labor hours (or five to seven hours a day or six to eight employees), at those schools with low labor efficiency would result in an increase in productivity to 14 MPLHs at those cafeterias. This would translate into an estimated annual payroll and benefit savings of approximately $59,955 (46 average daily hours x 190 days x $6.86 per hour). A five-year phased-in approach of labor cost and productivity standards would begin in 1998-99. This would result in an average annual payroll and benefit savings of $11,997 in 1998-99 ($59,995/5), increasing to $59,995 in 2002-2003. This represents a reduction of an additional 9.2 average daily cafeteria labor hours in those schools in each year of the five-year period from 1998-99 to 2002-2003.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Establish Labor Cost Percentages and Productivity Standards	$12,000	$24,000	$36,000	$48,000	$60,000

FINDING

While Child Nutritional Services tracks some key information, such as reimbursements for the National School Lunch and Breakfast Program, it does not maintain other important information that would help the department monitor and evaluate its efficiency. Nor does the department communicate adequate information to cafeteria managers so that they can improve their operations.

For example, Child Nutritional Services does not systematically track two key operating performance statistics that would help determine and improve operating efficiency: cost per meal and (as noted above) MPLH. Without periodic information on these two efficiency factors, the department cannot evaluate and improve its operational performance on a timely basis.

The timely communication of such information to cafeteria managers is particularly important. Cafeteria managers told TSPR that one of their biggest frustrations is a lack of overall direction and communication from the central office on how well or poorly they are performing. A more detailed reporting system could provide some of that feedback and lead to better ongoing evaluation of cafeteria programs. Child Nutritional Services already owns the software components of the Bon Appetit system that would allow them to track the appropriate budgeting and financial information.

Recommendation 126:

Develop and implement a more accurate and detailed departmental budgeting and financial reporting system for Child Nutritional Services.

Budgets for each cafeteria should be consolidated into a departmental budget, and targeted revenues and expenses should be used as performance benchmarks. Monthly profit-and-loss statements should be generated to compare actual results with budgeted standards and prior-year results. Key operating statistics (including student participation, food and payroll expenses as a percentage of revenue, cost per meal, and MPLH) should be tracked for each cafeteria and integrated with profit-and-loss statements. Finally, the director should hold monthly manager meetings to identify unfavorable budget variances or trends and work with managers to reverse these situations in a timely manner.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Child Nutritional Services and auditor of Business Operations establish performance standards for the central office and each cafeteria and develop budgeted revenues and expenses that are targeted to meet these standards.	June 1998
2.	The director of Child Nutritional Services obtains copies of reports associated with campus-level food service budgets, profit-and-loss statements, and key operating statistics from other Texas school districts.	July 1998

3. The director of Child Nutritional Services works with the auditor of Business Operations to develop an appropriate format system and staffing requirements.	August 1998
4. The director of Child Nutritional Services ensures relevant data are collected on an ongoing basis and generates monthly financial and management reports.	September 1998
5. The director of Child Nutritional Services conducts monthly manager meetings to identify unfavorable variances and work with cafeteria managers to correct these deficiencies in a timely manner.	October 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

In 1996-97, Child Nutritional Services' food costs were $1,700,180, which accounts for 45.4 percent of the department's revenues for the year. **Exhibit 11-10** shows that, while the amount of money spent for food has increased, food costs as a percentage of overall revenues have fallen slightly over the past three school years. However, food costs are still higher than the 40 percent standard identified in the *Cost Control Manual for School Food Service Directors,* as well as the 43 percent of revenues that the department contends is standard for other school districts in Region V. Child Nutritional Services does not have an established food cost standard to control food costs at the cafeteria level.

Exhibit 11-10
PAISD Food Costs

	1994-95	1995-96	1996-97
Food Costs	$1,611,339	$1,656,273	$1,700,180
Percentage of Revenue	47.1%	46.6%	45.4%

Source: PAISD Child Nutritional Services Department, 1996-97.

While the department has taken steps to keep its costs down, most notably by participating in the Region V ESC purchasing cooperative and preprocessing some commodities such as hamburger and chicken, the department could take other actions to reduce food costs. For example, the department does not pre-cost and post-cost recipes for its menus. Pre-costing is the projection of menu costs prior to preparing a menu item to measure its costs per serving. Post-costing is the determination of the actual costs of the menu items that have been prepared. The pre-costing and post-costing processes would help the department determine if its meals are cost-effective. Pre-costing recipes would help the department establish a cost standard for each food item on a menu, and post-costing would check the standard to make sure that actual costs do not exceed it. Furthermore, the department could pre-process foods other than hamburger and chicken to further reduce its costs. Use of these cost-saving practices and a departmental standard would help Child Nutritional Services bring its food costs into a more acceptable range.

Recommendation 127:

Develop and implement a method to track food costs as part of the department's financial monitoring system and establish a departmental food cost standard (cost as a percentage of revenue) of 40 percent as a departmental performance measure.

Food cost standards should be incorporated into campus-level budgets to achieve the departmental target of 40 percent. Based on the available opportunities for improved food cost controls and the food costs reported by other Texas school districts, a 40 percent food cost standard appears reasonable. By tracking costs and comparing them to this standard, the department should be able to increase the efficiency of its operations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Child Nutritional Services and the auditor of Business Operations establish a 40 percent departmental food cost standard and develop budgeted food costs for each cost center to achieve this standard.	September 1998
2. The director of Child Nutritional Services integrates food cost standards and actual results into cafeteria-level profit-and-loss statements and key operating statistics.	October 1998
3. The director of Child Nutritional Services works with the auditor of Business Operations to integrate a monthly cafeteria-level physical food inventory into the Bon Apetit system. Ending food inventory dollar amounts are used by the auditor of Business Operations to calculate monthly food costs for each cafeteria.	November 1998
4. The auditor of Business Operations develops computerized inventory forms listing all products. This form is used by managers to submit weekly food orders and to record monthly physical inventories. Computerized forms of monthly inventories are submitted to the district office by a food service accounting clerk.	January 1998
5. The director of Child Nutritional Services conducts monthly managerial meetings to identify unfavorable food cost variances and to work with cafeteria managers to correct these deficiencies in a timely manner.	February 1998

FISCAL IMPACT

Assuming 1996-97 departmental revenues, a food cost of 40 percent would represent $1,421,462 ($3,740,690 x .40). This represents a reduction of approximately $203,904 from 1996-97 levels beginning in the 1998-99 school year.

Recommendation	1998-99	1999-2000	2000-2001	2001-2002	2000-01
Develop a Method to Track Food Costs	$203,900	$203,900	$203,900	$203,900	$203,900

PORT ARTHUR

TRANSPORTATION

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 12

TRANSPORTATION

This chapter discusses PAISD's Transportation and Maintenance Departments in six sections:

A. TEA Reporting Information
B. Organization and Management
C. Routing and Scheduling
D. Vehicle Maintenance
E. Bus Fleet Management
F. Safety

The Texas Education Code (education code) authorizes but does not require each Texas school district to provide transportation between home and school, from school to career and technology training locations, for cocurricular activities, and for extracurricular activities. The Federal Individuals with Disabilities Education Act requires districts to provide transportation for students with disabilities if they also provide transportation for the general student population or if disabled students require transportation to receive special education services.

BACKGROUND

The education code states that a school district is eligible to receive state funding for transporting regular and special program students between home and school and career and technology students to and from vocational training locations. The funding rules are set by the Texas Education Agency (TEA). Local funds must pay any transportation costs that the state does not cover.

For regular home-to-school transportation, TEA reimburses districts for qualifying expenses according to a formula specified by the education code. This formula is based on linear density, the ratio of the average number of regular program students transported daily to the number of miles operated daily. The linear density ratio is designed to promote efficiency in school transportation. The emphasis is placed on minimizing mileage on a bus and maximizing the number of students picked up at each stop. TEA uses this ratio to assign each school district to one of seven groups, with each receiving a different per-mile reimbursement. **Exhibit 12-1** shows the categories of reimbursement along with the related reimbursement and the linear density range for each category.

Exhibit 12-1
Categories of State Reimbursement for Regular Bus Runs

Category	Reimbursement per Mile	Linear Density Range
1	$0.68	.000-.399
2	$0.79	.400-.649
3	$0.88	.650-.899
4	$0.97	.900-1.149
5	$1.11	1.150-1.649
6	$1.25	1.650-2.399
7	$1.43	2.400-9.999

Source: Handbook on School Transportation Allotments, May, 1997

TEA reevaluates group assignments each biennium based upon the number of students and mileage reported to TEA by each school district. According to TEA rules, the linear density calculation in the first year of the biennium, in this case 1995-96, determines the funding reimbursement the school districts will receive for the next biennium, or the 1997-98 and the 1998-99 school years.

State transportation funding for regular program transportation is limited to transportation for students who live two or more miles from the school they attend. The state does not fund transportation of regular program students living within two miles of their school unless the students face hazardous walking conditions on the way to school. The state also will not pay for summer school transportation or for cocurricular routes that run between schools during the day.

Extracurricular transportation, which consists of transportation to and from after-school and weekend events, is not funded by the state. Most extracurricular transportation consists of transportation to and from athletic events and individual schools are expected to reimburse the Transportation Department for these services.

All transportation for special education except certain field trips is eligible for state reimbursement. The Legislature capped reimbursement for special program transportation at $1.08 per mile. The actual cost to PAISD for transporting special program students in 1996-97 was reported as $2.72 per mile, or more than twice the state reimbursement. The special program, unlike the regular program, is not able to achieve efficiency by clustering students at bus stops. Each special program bus stops to pick up students at their houses and therefore these routes are more expensive.

Career and technology education transportation costs are reimbursed based upon the previous year's actual cost per mile for that type of transportation. PAISD received $2.86 per mile for the program in the 1996-97 school year.

CURRENT SITUATION

According to PAISD records, its Transportation Department carries an average of 2,020 students per day to school and home on regular runs, 278 on special education runs, and 806 on midday shuttle runs for career and technology programs. The department also transports students on late runs and special activity runs for athletic, educational, and extracurricular programs. The total average daily ridership of 3,104 constitutes about 27 percent of the district's 11,577 students. School buses typically operate on regular bus routes between 7:43 to 8:35 in the morning and 2:45 to 3:30 in the afternoon.

PAISD owns, operates, and maintains its school buses with district employees. The Maintenance Department maintains all district vehicles and equipment, including 74 buses, 46 other vehicles, and lawn mowers.

A. *TEA REPORTING INFORMATION*

BACKGROUND

To receive state funding, all Texas school districts must submit two reports to TEA each year. The TEA *Handbook on School Transportation Allotments* (revised May 1997) requires that these reports be submitted by July of each year. One is the School Transportation Operation Report which is designed to establish a cost per mile to be used for reimbursements in the fiscal year following the report. The other is the School Transportation Route Services Report which reports total annual mileage, daily ridership, and computes the linear density based upon standard mileage for the regular home-to-school program. To establish route mileage and daily ridership figures, TEA requires districts to gather mileage and ridership data on the first Wednesday of each month.

FINDING

PAISD bus drivers record the mileage from the bus hubometer (continuous mileage recorders on the hub of the bus wheel) and provide a list of the names of students on each route on the first Wednesday each month. This information is recorded for the entire year and reported on the required forms. However, TSPR observed that, although the forms are being filled out in the prescribed manner, the report depends entirely upon information reported by the bus drivers. According to interviews and focus groups, PAISD management makes no attempt to verify these data. Furthermore, PAISD has no written procedures that clearly specify the method that school bus drivers are to follow in completing the reports.

All categories reported by PAISD show a downward trend on miles driven, ridership, and linear density (**Exhibit 12-2**).

Exhibit 12-2
PAISD Five Year Comparison of Eligible Miles, Ridership, and Linear Density
1992-1997

Item	1992-93	1993-94	1994-95	1995-96	1996-97	Trend
Miles Driven	179,712	179,712	179,712	171,168	154,613	Down
Standard Ridership	412,020	410,220	304,380	186,120	196,920	Down
Linear Density	2.293	2.283	1.694	1.087	1.274	Down
Linear Density Category	six	six	six	four	four	Down

Source: TEA School Transportation Operation Report, 1992-1997.

PAISD's reports to TEA show miles driven have remained steady over the last five years but standard ridership (basic route services provided for general education programs) fell by more than 52 percent (215,000 students) over the same period. This finding, however, contradicts the trend for total ridership (route services for all programs). Total ridership, shown in **Exhibit 12-3**, declined 18 percent between 1992-93 and 1994-95, but increased 15 percent by 1996-97. The two opposing ridership figures suggest an error in reporting.

Exhibit 12-3
PAISD Five Year Comparison of Operations
1992-1997

Item	1992-93	1993-94	1994-95	1995-96	1996-97	Trend
Operating Costs*	$1,665,322	$2,084,067	$1,811,924	$1,843,149	$2,055,616	Up
Miles Driven	668,830	683,288	652,507	688,066	717,083	Up
Cost Per Mile	$2.49	$3.05	$2.78	$2.68	$2.87	Up
Buses	75	75	77	76	76	same
Cost per Bus	$22,204	$27,788	$23,531	$24,252	$27,048	Up
Total Ridership	622,800	600,840	507,420	520,200	581,580	Down/Up
Cost per Student	$2.67	$3.47	$3.57	$3.54	$3.53	same

Source: TEA School Transportation Operation Report, 1992-1997.
** Does not include capital outlay costs.*

When ridership decreases and mileage increases, the linear density decreases, along with the allotment per mile that the state pays PAISD. During the period from 1992 to 1997, linear density fell from 2.293 to 1.274. The most dramatic decline in linear density was between 1994-95 and 1995-96, when linear density dropped from category six, which pays $1.25 per mile, to category four, which pays 97 cents per mile. The resulting difference of 28 cents per mile would reduce PAISD's allotment by $43,290 per year in 1997-98 and 1998-99 if the reported mileage remains the same as in fiscal 1996-97.

The potential loss to the district of $43,290 is shown in **Exhibit 12-4**, based upon the difference in the allotment balance of $775,565 paid to the district in 1996-97 and the estimated payment for 1997-98 of $732,275 if mileage and ridership remain the same.

Exhibit 12-4
PAISD Transportation Allotments
1994-1997, estimated 1997-98

Item	1994-95	1995-96	1996-97	1997-98 (est.)
Regular Program	$256,922	$358,606	$355,754	$312,464
Special Program	$237,235	$233,337	$240,124	$240,124
Career and Technology Program	$155,914	$123,253	$177,802	$177,802
Private Program	$0	$4,103	$1,885	$1,885
Allotment Balances Total	$650,071	$719,299	$775,565	$732,275

Source: PAISD Finance Records, 1994-1997.

According to TEA, dropping two categories in one year is very unusual and could indicate an error in reporting. TSPR discussed TEA's observation with PAISD Transportation Department officials, who offered two possible explanations for the reported decline in ridership occurred. First, the district has no procedures or training that emphasizes the importance of data collection to PAISD's funding, and second, staff changes may have altered the manner in which data is reported to TEA.

As a result of the review, the Transportation Department re-examined its ridership records and submitted an amended report to TEA. The follow-up review found reporting errors in both 1994-95 and 1995-96. The revised figures, which show a category six linear density ($1.25 per mile), have been submitted to TEA for approval. As a result, PAISD will not receive a reduction in allotment funding for the 1997-98 and 1998-99 fiscal years if TEA approves the amended report.

Recommendation 128:

Train all bus drivers to accurately complete ridership reports and verify the results.

PAISD should establish procedures for preparing weekly ridership reports and provide appropriate training for all bus drivers. The director of Transportation should conduct spot field checks to ensure that reports are being prepared correctly and accurately.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Transportation submits corrected ridership reports to TEA for 1994-95 and 1995-96 and seeks increased mileage reimbursements.	Completed
2. The director of Transportation prepares a written procedure on how to document precise information on standard ridership and hubometer readings in completing TEA ridership reports.	July 1998
3. The chief financial officer reviews procedures and recommends changes as necessary.	July 1998
4. The director of Transportation finalizes the procedures on TEA data collection requirements.	August 1998
5. The director of Transportation trains all bus drivers in gathering precise and accurate ridership and mileage data and ensures that TEA reports are reviewed regularly by office and management staff.	August 1998 and Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

B. ORGANIZATION AND MANAGEMENT

CURRENT SITUATION

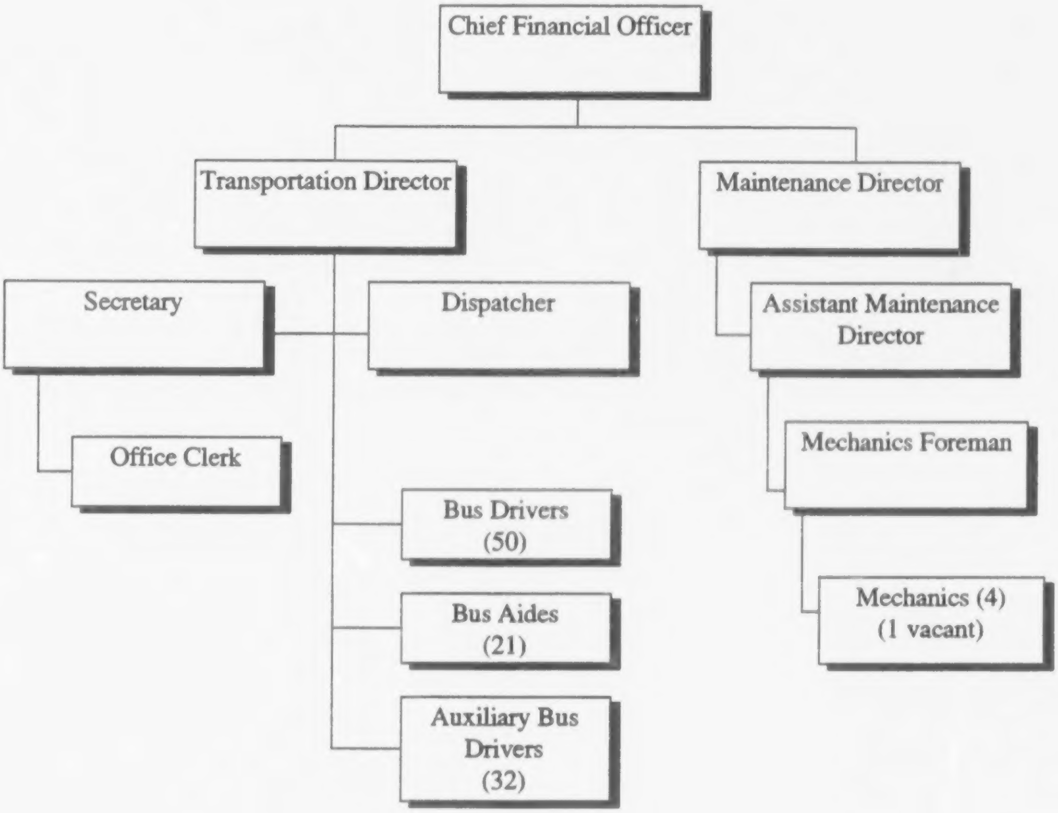
PAISD operates both the Transportation and Maintenance Departments within the Business Office. The director of Transportation and director of Maintenance both report to the chief financial officer/executive director (CFO) of Business Operations. The CFO is new to the district and has not yet had an opportunity to complete a budget cycle. The two directors have been with PAISD for more than 20 years each. The director of Transportation is responsible for the planning and operation of regular transportation runs as well as special education runs, mid-day shuttle runs, late runs, and special activity runs for athletic, educational, and extracurricular programs. The director of

Maintenance is responsible for the operation and maintenance of all school buildings and the maintenance of all school vehicles including school buses.

FINDING

The director of Transportation's span of control—that is, the number of employees directly supervised—is too great for the director to provide effective direction and guidance. The span of control is now one director to 106 employees including 50 bus drivers, 21 bus aides, 32 auxiliary drivers, a secretary, office clerk, and a dispatcher. **Exhibit 12-5** shows the current organization of both the Transportation and the Maintenance Departments.

Exhibit 12-5
Transportation and Maintenance
Organization Chart


Chief Financial Officer
Transportation Director
Maintenance Director
Secretary
Dispatcher
Assistant Maintenance Director
Office Clerk
Mechanics Foreman
Bus Drivers (50)
Bus Aides (21)
Auxiliary Bus Drivers (32)
Mechanics (4) (1 vacant)

Source: PAISD Transportation and Maintenance Departments, 1998.

The director of Transportation cannot adequately supervise all of these bus and office personnel. Proper supervision requires a director to ride with bus drivers from time to time, observing drivers covering their routes, helping them to plan their routes, and helping to train and retrain drivers. The errors that the district found in the School Transportation Operation Report to TEA are indicative of the director's overly large span of control, which limits his ability to monitor and verify data reporting. At a minimum, the director of Transportation needs help in supervising the bus drivers, aides, and auxiliary drivers.

Several school districts such as Fairfax County Public Schools and Richmond Public Schools in Virginia and Prince George's County Public Schools in Maryland employ a route supervisor to perform such activities as evaluating and rating drivers; observing the performance of drivers and correcting improper performance; monitoring driver adherence to maintenance schedules and reporting requirements; designing or redesigning bus routes and schedules; laying out routes and preparing instructions for drivers; monitoring operations and ensuring that bus runs are covered; and assisting at the scenes of school bus accidents and helping to prepare accident reports.

Many school district transportation operations have spans of control for supervising bus drivers that range from 30 to 50, an appropriate ratio regardless of the size of the school district. **Exhibit 12-6** shows a group of five school districts of varying size that average 40 drivers per supervisor.

Exhibit 12-6
Comparison of Drivers Per Field Supervisor For Selected Districts
1997-98

Comparative School District	Number of Drivers	Total Field Supervisors	Drivers per Field Supervisor
Northside (San Antonio), TX	400	12	33
Fairfax County, VA	1,048	30	35
Dade County (Miami), FL	1,455	34	42
Richmond, VA	225	4	56
Fort Bend, TX	266	4	67
Port Arthur	**103**	**0**	**103**
Group Average	679	17	40

Source: MGT survey.

The director of Transportation supervises more than two-and-a-half times more employees than the average field supervisor in the selected districts in the above chart. TSPR found that the director of Transportation gets some assistance from a lead driver who is responsible for assisting in driver training, and a dispatcher who works with drivers on training and handles some scheduling and arranging for substitute drivers. Otherwise, all supervisory and training functions are the responsibility of the director of Transportation.

The dispatcher position dispatches drivers, schedules all incoming activity trips, assigns bus drivers for trips, assigns bus numbers to all drivers, maintain logs of all trips that drivers accept and refuse, and obtains substitutes for the secretarial/clerical positions that support the director of Transportation.

BEST COPY AVAILABLE

Recommendation 129:

Create two route supervisor positions within the Transportation Department and eliminate the dispatcher position.

The district should create two route supervisor positions to improve the span of control of the director of Transportation. The new positions should supervise transportation personnel and eliminate the need for a dispatcher position by handling route scheduling, arranging for substitute drivers, and taking calls from the schools.

The dispatcher should be encouraged to apply for one of the newly created supervisor positions, if qualified, or to transfer to another suitable position.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent and the board approve the establishment of two new route supervisor positions and the elimination of the dispatcher position in the Transportation Department.	July 1998
2. The director of Human Resources establishes the new supervisor positions and a rate of pay and follows standard procedures for eliminating the dispatcher position through transfer or attrition.	August 1998
3. The director of Transportation recruits, hires, and trains the new supervisors.	September 1998

FISCAL IMPACT

Each route supervisor should be paid at a rate comparable to that of a foreman ($30,000). The fiscal impact of adding two route supervisor positions, including 18 percent in benefits, would be $70,800.

The fiscal impact of eliminating the dispatcher would be $21,200 annually, based on an average salary of $18,000 and 18 percent benefits.

Recommendation	**1998-99**	**1999-2000**	**2000-01**	**2001-02**	**2002-03**
Create two route supervisor positions	($70,800)	($70,800)	($70,800)	($70,800)	($70,800)
Eliminate the dispatcher position.	$21,200	$21,200	$21,200	$21,200	$21,200
Total	**($49,600)**	**($49,600)**	**($49,600)**	**($49,600)**	**($49,600)**

FINDING

PAISD has frozen its hiring of regular bus driver positions and relies increasingly on auxiliary substitute drivers to conduct regular home-to-school bus runs. The hiring freeze and use of auxiliary drivers is having a negative impact on the permanent drivers' morale. The traditional responsibility of auxiliary drivers has been to fill in for absent regular drivers and to drive students to and from athletic events and field trips. According to interviews and focus group discussions with bus drivers, resentment is building over the increasing use of auxiliary drivers for home-to-school runs while many regular drivers drive only five to 5.5 hours per day.

Exhibit 12-7 shows that, although the number of auxiliary drivers has remained the same over the past five years, the use of each driver has increased by nearly $3,000 per driver since 1994-95, from $6,796 to $9,504.

Exhibit 12-7
PAISD Auxiliary Driver Costs and Activity
1992-93 Through 1996-97

Item	1992-93	1993-94	1994-95	1995-96	1996-97
Expenditures for Auxiliary Drivers	$211, 308	$229,689	$217,472	$273,718	$304,133
Number of Auxiliary Drivers	32	32	32	32	32
Average Cost per Auxiliary Driver	$6,603	$7,178	$6,796	$8,554	$9,504
Number of Field Trips	2,394	2,728	2,731	2,691	2,610
Number of Athletic events	1,424	1,509	1,516	1,586	1,528
Average Number of buses/day for extracurricular	18	21	20	20	19

Source: PAISD Transportation Department, 1998.

The use of permanent drivers, as shown in **Exhibit 12-8**, has been reduced from 62 to 50 positions in 1996-97. Although the cost per position has fluctuated, it has basically remained the same as it was in 1992-93 when adjusted for inflation.

Exhibit 12-8
PAISD Permanent Driver Costs and Activity
1992-93 Through 1996-97

Item	1992-93	1993-94	1994-95	1995-96	1996-97
Salary Expenditures for Regular Drivers	$570,354	$652,675	$686,511	$681,891	$586,618
Benefit Expenditures for Regular Drivers	$273,442	$288,987	$282,360	$263,883	$212,099
Total Expenditures for Regular Drivers	$843,796	$941,662	$968,871	$945,774	$798,717
Number of Drivers	56	58	62	57	50
Average Cost per Regular Driver	$15,068	$16,235	$15,627	$16,592	$15,974

Source: PAISD Transportation Department, 1998.

The district is attempting to save money through greater reliance on auxiliary positions. **Exhibit 12-9**, however, shows the combined costs of permanent and auxiliary positions and the district's cost per driver. The strategy that the district has employed has not produced substantial savings. Per-driver costs have remained relatively stable between 1995 and 1997. Although auxiliary drivers are not being paid benefits, the unit cost of both auxiliary and permanent drivers, including benefits, has gone up by $47,746 over the last five years, although the number of positions is down by six.

Exhibit 12-9
PAISD Cost per Driver
1994-98

Item	1994-95	1995-96	1996-97	1997-98 (est.)
Total Drivers (permanent and auxiliary)	94	89	82	76
Total Costs	$1,186,343	$1,219,492	$1,102,850	$1,087,535
Cost per Driver	$12,620	$13,702	$13,450	$14,309

Source: PAISD Transportation Department, 1998.

Recommendation 130:

Retain enough regular drivers to cover all regular routes and reduce the number of auxiliary drivers to match peak needs.

PAISD should eliminate the freeze on hiring regular drivers and ensure that enough drivers are available to cover all home-to-school bus runs. An analysis should be performed to determine the absentee rates and peak needs for substitute drivers. Only enough auxiliary drivers should be retained to cover peak needs for substitutes.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent directs the CFO to cover all home-to-school bus runs with regular drivers.	July 1998
2. The director of Transportation performs an analysis of peak substitute needs and reduces the number of auxiliary drivers accordingly.	August 1998

FISCAL IMPACT

No costs would be associated with this recommendation as the cost of regular drivers would be offset by the reduction in auxiliary drivers.

FINDING

The Transportation and Maintenance Departments have no formal performance monitoring program to ensure service quality, effectiveness, and efficiency.

Most operating data used in the Transportation and Maintenance Departments is collected manually and stored in paper files. Few data are summarized for planning and analysis purposes. During TSPR's review, both departments had to manually gather and transcribe data to respond to the review team's data requests. Few staff members have computers to generate ad hoc reports. Administrators and staff who have been assigned computers use them for completing routine administrative reports.

Operational data that are summarized and reported on a periodic basis are limited to data used for reporting cost and ridership figures to TEA. Other useful management data, such as route scheduling information, length of routes, students per bus stop, driver absenteeism, driver turnover, substitute driver activity, and cost of repair by bus, either are not available or are available only in hand-written paper copies.

The key data on ridership and bus use is collected by bus drivers, as required by the director of Transportation. These data are reviewed for completeness and checked against printouts from the school administration, but TSPR saw no evidence that the reported data are periodically audited or monitored for accuracy. Moreover, it appears that maintenance information is not shared with the director of Transportation; such information would allow the director to track expenses by bus as well as unusual expenses associated with the aging bus fleet. Such information is critical in making certain operational decisions that would help management to allocate scarce funds to the most appropriate activities. If the Transportation Department had critical management information available, the linear density drop from 1994-95 to 1995-96 would have been identified in the 1996-97 school year, or a year before it was actually noted.

Many districts use indicators to assess ongoing performance in key management areas. Performance indicators allow departments of transportation to track service quality and make adjustments where required. Improvements in performance can be documented to demonstrate progress.

Performance indicators typically used by school districts are shown in **Exhibit 12-10**. These could help the Transportation and Maintenance departments track and monitor their performance consistently over time.

Exhibit 12-10
Sample of Standard Performance Indicators

Performance Area	Performance Indicator
Safety	Accidents per 100,000 miles Incidents per 100,000 miles
Cost-Efficiency	Operation cost per mile Annual operation costs per route
Cost-Effectiveness	Annual costs per rider Percent state reimbursement (TEA)
Service-Effectiveness	Riders per mile Riders per route
Service Quality	On-time performance Open routes due to unfilled positions Driver absentee rate Average rider trip time in minutes
Maintenance Performance	Miles between road calls Percent of preventative maintenance completed on time Turnover time per bus repair

Source: MGT of America, Inc.

For cost efficiency and cost effectiveness, possible target performance measures are based upon peer averages as shown in **Exhibit 12-11.**

Exhibit 12-11
Operational Cost Comparison of PAISD and Peer ISD's
1996-97

District	**Cost/ Mile**	**Cost/ Daily Rider**	**Cost/ Annual Rider**	**Cost/ Bus**
Bryan ISD	$1.78	$2.45	$453	$18,987
Galveston ISD	$2.79	$7.04	$1,302	$29,173
Waco ISD	$2.57	$3.31	$613	$23,513
Longview ISD	$1.69	$4.05	$750	$21,817
Beaumont ISD	$1.99	$2.59	$479	$22,037
North Forest ISD	$2.58	$5.35	$989	$36,700
Peer Average	$2.23	$4.13	$764	$25,371
Port Arthur ISD	**$2.87**	**$3.53**	**$663**	**$27,048**
Percent Different from Peer Average	+22%	-14%	-13%	+6%

Source: TEA School Transportation Operation Report, 1996-97

Recommendation 131:

Collect data on key performance indicators to measure and monitor the performance of the district's Transportation operations.

The indicators shown in **Exhibit 12-12** should be established and monitored monthly. The resulting information should be summarized and shared with department personnel and school principals.

BEST COPY AVAILABLE

Exhibit 12-12
Recommended PAISD Performance Measures

Performance Indicator	PAISD 1996-97 Actual	Target
Safety		
Accidents per 100,000 miles	2.5	1.5
Incidents per 100,000 miles	Not available	2.6
Cost-Efficiency (Regular Program)		
Operation cost per mile	$2.87	$2.23
Annual operation costs per bus	$27,048	$25,371
Cost-Effectiveness		
Annual costs per rider	$663	$630
Percent state reimbursement (TEA)	38%	40%
Service-Effectiveness		
Riders per mile	1.3	2.0
Riders per route	30	40
Service Quality		
On-time performance	Not available	95%
Open routes due to unfilled positions	14%	0%
Driver absentee rate	15%	5%
Average rider trip time in minutes	Not available	45
Maintenance Performance		
Miles between road calls	Not available	9.5
Percent PM's completed on time	Not available	95%
Turnover time per bus repair	Not available	6 hours

Source: Actual figures from PAISD Transportation Department; target figures from peer districts or a 5-10% performance improvement; and estimated achievable rates.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The CFO appoints a team to develop key indicators to assess the performance of the Transportation Department.	June 1998
2. The CFO establishes a procedure for collecting and monitoring the collection of indicator data and disseminates the procedures, with indicators and targets, to the Transportation staff.	July 1998
3. The director of Transportation monitors the performance data and provides summary reports to the Transportation staff.	September 1998

FISCAL IMPACT

The adoption and monitoring of performance indicators could be accomplished with existing resources.

C. ROUTING AND SCHEDULING

CURRENT SITUATION

Although the district has no written policy or procedure on the subject, all routing and scheduling is the responsibility of the bus drivers and the Transportation dispatcher. The drivers work from the basic routes of the previous year and build new routes based upon names and addresses of students given them by the schools at the beginning of each year. The route schedules, often referred to as "left-right turn" sheets, specify every turn a driver must make along a route. The route schedules show the sequence of the bus run, the times between stops, and the location of the stops. The schedules do not show the number of students expected to be picked up on regular bus runs. On special education runs the address and name of each student is listed on the scheduling sheet. On the first Wednesday of each month, as required by TEA, drivers complete the Wednesday Report, the only report prepared by PAISD that provides the names and number of students riding the buses.

FINDING

TSPR found that the district does not regularly review and analyze its school bus runs to accommodate the community's changing needs. School bus routes have stayed largely the same over the past several years. Most analysis conducted by district officials has concerned established individual runs, without examining overall routing patterns. As a result, only minor modifications are made to routes to accommodate new clusters of students in apartment complexes and students attending magnet schools.

The key to an efficient routing and scheduling system is to use each bus a maximum number of times for both morning and afternoon runs. PAISD uses each bus about two times in the morning and two times each afternoon. Many school districts, such as Fairfax County, Virginia; Richmond, Virginia; and Prince George's County, Maryland, use a bus three to four times for both morning and afternoon bus runs. PAISD could use its bus fleet more efficiently and get more runs per bus each day to reduce the district' operational costs.

Most bus runs take between 15 and 20 minutes to complete. Making three to four runs per bus per day requires a time window of more than an hour in the morning and the afternoon. Most of PAISD's schools start within 45 minutes of each other, an arrangement that does not allow the district to maximize its use of its buses. As shown in **Exhibit 12-13,** the earliest starting time is 7:43 a.m. and the latest starting time is 8:35 a.m. The same is true of the afternoon schedule. The window of opportunity currently is only a half hour in the afternoon. The earliest ending time is 2:45 p.m., but that is for only one school. Most school days end about 3:00 p.m., with the latest ending time at 3:30 p.m.

Exhibit 12-13
PAISD School Enrollments and Bell Schedule

School	Enrollment	Starting Time	Ending Time
Austin High School	394	7:48 a.m.	3:02 p.m.
Lincoln High School	977	7:45 a.m.	3:02 p.m.
Jefferson High School	1,596	7:43 a.m.	3:06 p.m.
Subtotal High School	**2,967**		
Austin Middle	296	7:48 a.m.	3:02 p.m.
Edison Middle School	1,101	8:00 a.m.	3:25 p.m.
Wilson Middle School	1,060	8:05 a.m.	3:30 p.m.
Subtotal Middle School	**2,457**		
DeQueen Elementary	495	8:00 a.m.	3:00 p.m.
Dowling Elementary	291	8:30 a.m.	3:30 p.m.
Franklin Elementary	948	8:30 a.m.	3:30 p.m.
Houston Elementary	755	8:30 a.m.	3:30 p.m.
Lee Elementary	934	8:00 a.m.	3:00 p.m.
Pease Elementary	280	8:30 a.m.	3:30 p.m.
Travis Elementary	745	8:30 a.m.	3:30 p.m.
Tyrrell Elementary	684	8:30 a.m.	3:30 p.m.
Washington Elementary	556	8:30 a.m.	3:30 p.m.
Wheatley Elementary	350	8:35 a.m.	2:45 p.m.
Subtotal Elementary School	**6,038**		
Hughen	29		
Lamar	86		
Subtotal Alternative School	**115**		
Total	11,577		

Source: PAISD Administration, special report to the chief financial officer, 1998.

Some school districts extend school starting and ending times to allow a three-bell schedule, enabling three runs rather than two each morning and afternoon. This requires some schools to start in the morning as early as 7:30 a.m. and some as late as 9:00 a.m., while the afternoon schedule dismisses students as early as 2:30 p.m. and as late as 3:45 p.m. Revising the school schedule in this way reduces the need for bus routes as well as the need for replacement school buses. Prior to TSPR's completion of this review, PAISD hired a consultant to review its bus routes to identify areas of consolidation and areas of greater efficiency. The district expects to implement some changes in the Fall 1998.

Recommendation 132:

Change school starting and ending times to accommodate three runs per bus in the morning and three in the afternoon.

PAISD should change school starting and ending times to accommodate three runs per bus in the morning and three runs in the afternoon to improve its regular transportation efficiency by 33 percent and reduce the need for buses and drivers by a third. Special education buses are not as likely to realize productivity improvements since they are used to pick up students at their residences.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation develops a staggered schedule that will permit a minimum number of three runs per bus in the morning and afternoon.	July 1998
2.	The superintendent presents to the board a petition to change starting and ending times to accommodate three runs per bus in the morning and the afternoon.	August 1998
3.	The board holds a public hearing to explain the reasons for changing school starting and ending times.	August 1998
4.	The director of Transportation implements the new three-bell schedule.	September 1998
5.	The director of Transportation submits an attrition plan to the CFO and superintendent that to retain the number of bus drivers and buses needed for the new schedule.	January 1999
6.	The director of Transportation, in conjunction with the assistant superintendent for Administrative Services, develops a plan to transfer or eliminate bus driver positions through attrition.	January 1999
7.	The director of Transportation reduces the number of regular buses and sells the oldest buses for salvage.	August 1999

FISCAL IMPACT

By changing to a staggered schedule, PAISD should be able to eliminate at least 18 driver positions at an average wage of $14,300 each, including benefits, for a total savings of $257,400 annually starting in 1999-2000.

In addition to the reduction in drivers, a fiscal impact also would be associated with the reduction in the current bus fleet as well as in the number of replacement vehicles needed each year. The district could reduce its bus fleet from 74 to 63. The salvage value for each bus after 12 years of service is estimated at $500. This would result in a one-time savings of $5,500 (11 buses X $500 each).

The total expected fiscal impact over a five year period is shown in the chart below. Cost reductions are expected to begin in 1999-2000.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Reduce 18 bus driver positions.	$0	$257,400	$257,400	$257,400	$257,400
Salvage 13 older buses.	$0	$5,500	$0	$0	$0
Total	**$0**	**$262,900**	**$257,400**	**$257,400**	**$257,400**

FINDING

PAISD does not have a comprehensive route scheduling system. District officials state that they use maps and pins to establish bus routes and schedules, rather than computerized systems. Yet the efficiency of the entire Transportation operation depends upon a route scheduling system that maximizes bus use and reduces deadhead time (periods in which buses are running nearly empty of students) to an absolute minimum.

Route scheduling software uses geographic information and student residence information to automatically establish pickup points and school bus routing. The key basic foundation of the system is the "map" or the geographic information system, which is a software program to identify all city streets and residences. Once the map is created it is matched by address to the student database. The system allows bus drivers to always have current information on what student is at what bus stop, by name, and address.

According to a software support manager with North Carolina's Department of Public Instruction, one school district with a 250-bus fleet was able to put aside 60 of its vehicles after making "radical changes" suggested by the computer, such as staggered school starting times. A recent review conducted by a Virginia school district showed that route scheduling software could provide a 5 to 10 percent reduction in the district's number of routes.

According to a comprehensive article, "Bus Routing Software Increases Efficiency, Cut Costs," which appeared in the February 1995 issue of *School Bus Fleet Magazine*, the cost of scheduling software and its installation would be about $10,000 to $15,000, and approximately $1,500 per year for maintenance, technical advice, and upgrades.

Recommendation 133:

Assess, purchase, and implement computer-based route scheduling software.

PAISD should purchase a computer software system to assist in the planning and scheduling of its bus routes. Several major software vendors now servicing school districts are shown in **Exhibit 12-14**. The route supervisors would conduct the planning and scheduling activities.

Exhibit 12-14
Major Route Scheduling Software Vendors

Software Name	Vendor Name and Address	Telephone
Bustops	MicroAnalytics, Arlington, VA	703-841-0414
Edulog	Education Logistics, Missoula, MT	406-728-0893
MapNet Plus	Ecotran Corporation, Beachwood, OH	216-595-3100
Transfinder	Forth & Associates, Ltd., Schenectady, NY	518-377-3609
Versa Trans	Creighton Manning, Delmar, NY	800-433-5530

Source: School Bus Fleet Magazine, February, 1995.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Transportation develops a budget request to support the implementation of an automated routing and scheduling system.	July 1998
2. The director of Transportation purchases the software system and begins implementation.	September 1998
3. The director of Transportation provides for the training of the route supervisors in the new system.	January 1999
4. The route supervisors train all school bus drivers and Transportation staff in the system.	March 1999
5. The director of Transportation submits an attrition plan to the CFO and the superintendent to reduce the number of bus drivers.	January 1999
6. The director of Transportation reduces the drivers by the appropriate amount and sells unneeded buses for salvage.	August 1999

FISCAL IMPACT

The cost of route scheduling software is estimated at $15,000, with a yearly maintenance fee of $1,500.

TSPR conservatively estimates that route scheduling software would allow PAISD to eliminate two more additional buses from the fleet from 63 to 61, plus two additional bus driver positions.

The salvage value for each bus after 12 years of service would be approximately $500 for a one-time savings of $1,000 in 1998-99. The average cost for bus drivers is $14,300 per year, including benefits, for a total of approximately $28,600 ($14,300 X 2). Half of this amount would be saved in 1998, while the full amount would be saved each year thereafter.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Purchase and maintain route scheduling software.	($15,000)	($1,500)	($1,500)	($1,500)	($1,500)
Eliminate two bus driver positions.	$14,300	$28,600	$28,600	$28,600	$28,600
Sell two older buses.	$1,000	$0	$0	$0	$0
TOTAL	**$300**	**$27,100**	**$27,100**	**$27,100**	**$27,100**

D. VEHICLE MAINTENANCE

CURRENT SITUATION

The Maintenance Department consists of a foreman and three mechanics Two of the mechanics are dedicated to school bus maintenance, but maintenance assignments are dictated by workload. The director of Transportation and the school bus drivers gave the vehicle maintenance operation high marks for support and commitment. Many of those interviewed by TSPR mentioned how few bus breakdowns occur, given the age of the fleet; more than 64 percent of the total fleet of 74 buses are 12 years old or older.

FINDING

PAISD recently faced a decision on changing its in-ground fuel tanks to meet federal Environmental Protection Agency (EPA) requirements for fuel vapor recovery (the elimination of vapors escaping form the tanks). Underground storage tanks must meet the EPA standards by December 1998. The district commissioned a study to determine the cost of improving its tanks and found it would cost $35,000 to install a vapor recovery system. The district decided that, rather than replacing the tanks, it would contract with Darby Gas and Oil of Port Arthur to supply fuel and use the Gas Card, a fuel management system, which ultimately saved the district $35,000. The fuel management system provides the district with a monthly report on vehicles fueled, the number of miles on their odometers, their miles per gallon, the price per gallon, the number of gallons purchased, and the total price. Each bus driver is issued a gas card to use the system that is kept on the bus.

COMMENDATION

The Gas Card fuel management system saved the district from an expensive renovation.

FINDING

Figures on per-vehicle maintenance costs are not readily available from the Maintenance Department without extensive research. Maintenance does not provide Transportation with periodic reports on fleet maintenance information. All records are maintained manually in serial order of occurrence, with no linkage to a particular vehicle. Work completion information is filed in the same manner with no specific data on the cost of labor or parts. Cost-of-repair data are critical in determining which vehicles to repair or replace. During TSPR's review, the Maintenance Department announced it was installing a new maintenance tracking program to track all costs per vehicle and make them readily available for maintenance decisions.

TSPR's review of the Maintenance Department's files indicated that the cost of repairing aging buses is increasing; the district's expenditures for bus repairs has risen from $7,458 in 1993-94 to $28,880 in 1996-97, a 74 percent increase. (**Exhibit 12-15**).

Exhibit 12-15
Bus Repair Expenditures
1992-97

Item	1992-93	1993-94	1994-95	1995-96	1996-97
Special Education	$307	$0	$5,271	$2,583	$4,061
Regular Education	$18,182	$7,458	$9,108	$14,970	$24,820

Source: PAISD Financial Records, 1992-1997.

Since the size of PAISD's bus fleet has not changed appreciably over the last five years, it would appear that the district's annual cost of repairs per bus has gone from about $99 to $385. This trend may get worse. During TSPR's review, district mechanics stated that wholesale engine replacements may become necessary to keep the fleet running. An engine replacement costs about $8,000 per bus. No one in PAISD tracks the costs of bus repairs and compares them to the cost of replacement or salvage. Several repairs to a bus that is nearly 12 years old could cost more than the vehicle's salvage value.

Recommendation 134:

Install computers in the Maintenance Department and establish a process for tracking the costs of bus repairs.

At least two computer terminals should be made available for the retrieval of vehicle data and data entry on vehicle maintenance completed. One should be kept by the foreman and the other should be made available to the mechanics. The department's new maintenance tracking software already contains the modules needed to track activity per vehicle.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Maintenance includes a provision for two computers in the 1999-2000 budget. March 1999
2. The director of Maintenance installs the new computers and trains mechanics in the use of the tracking software. August 1999
3. The director of Maintenance begins operation of the new software. September 1999
4. The director of Transportation establishes policies offering guidance for repairing or replacing school buses. Any expenditure that would exceed the value of the vehicle should be approved by higher management. September 1999

FISCAL IMPACT

The cost of two personal computers is estimated at $2,800. The cost of installing these computers and providing a communications hook-up from the existing server is estimated at $2,000. The total one-time cost, then, is expected to be $4,800.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Install computers	$0	($4,800)	$0	$0	$0

FINDING

The Maintenance Department's parts operation does not fully serve the needs of the Transportation Department. The parts store is open only until 3:30 p.m., while bus mechanics are on duty until 5:30 p.m. Buses may come into the facility or call in with a road breakdown and parts may not be available because the store is closed. The director of Maintenance and mechanics foreman have expressed a willingness to put common parts in a locker for the bus mechanics. The parts store has three stores clerks, all of whom work a 6:30 a.m. - 3:30 p.m. schedule.

Recommendation 135:

Keep the parts store open until the Maintenance Department closes.

Extend the time for the parts store to be open to support bus maintenance from 3:30 p.m. to 5:30 p.m.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Maintenance assigns one of the parts clerks to work a second shift that ends at 5:30 p.m.	July 1998
2. The director of Maintenance has the parts department begin operating on a 6:30 a.m. to 5:30 p.m. schedule.	September 1998
3. The director of Maintenance reports to the CFO on the effectiveness of the new store hours of operation.	December 1998

FISCAL IMPACT

This recommendation would have no fiscal impact.

FINDING

PAISD's mechanics do not receive comprehensive in-house training and do not have to have Automotive Service Excellence (ASE) certification as a condition of employment. The Maintenance mechanic foreman told TSPR that the only training PAISD mechanics receive is on new buses by the vehicle vendors. Since PAISD has not purchased new buses in more than three years, the mechanics have received neither vendor training nor any other training.

One way of ensuring that all mechanics are qualified is to require ASE certification. This certification requires several steps. The candidate initially registers and takes one or more of the 33 ASE exams. After passing at least one exam, and providing proof of two years of relevant work experience, the mechanic becomes an ASE-certified technician. Tests are conducted twice a year. Certified mechanics must be retested every five years or risk losing their certification.

During this review, the Port Arthur Lamar University campus indicated an interest in providing a testing and preparation center for PAISD. Currently, however, mechanics must travel to the sites outside the Port Arthur area. The registration fee for ASE testing is $25 and the test fee itself is $20. Tests are administered in 600 locations throughout the country in May and November although none are close enough to Port Arthur where travel would not be required. ASE also has a school bus preparation guide that can be accessed on the Internet. At present, only one PAISD mechanic out of four is ASE-certified.

Recommendation 136:

Provide ASE certification training for all PAISD mechanics.

The Maintenance Department should promote the development of skills in its mechanics through ASE training and certification.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Maintenance develops and establishes a policy requiring professional certification for its mechanics.	July 1998
2. The assistant superintendent for Administrative Services modifies the job specifications for mechanics to include requirements for ASE certification.	September 1998
3. The director of Maintenance institutes a program to begin the certification process with existing mechanics.	September 1998

FISCAL IMPACT

Registration fees and certification costs would be $135 for three PAISD mechanics ($25 registration fee plus $20 test fee X 3 mechanics). Travel costs would be about $125 per year for each mechanic, or an additional $375. Total cost per year is approximately $500.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Provide ASE certification training	($500)	($500)	($500)	($500)	($500)

E. BUS FLEET MANAGEMENT

FINDING

As already noted, PAISD has an aging bus fleet. More than 64 percent of its fleet is 12 years old or older, yet TEA suggests that replacement schedules should provide for the rotation of buses every 10 to 12 years. Nearly half of the fleet is 15 years old or older, and one-third is 16 years or older. **Exhibit 12-16** shows the number of PAISD buses, the year in which they were purchased, and their age.

Exhibit 12-16
PAISD Buses, Year Purchased and Age

Number of Buses	Year Purchased	Age
1	1995	3
6	1994	4
3	1993	5
7	1991	7
3	1989	9
7	1987	11
8	1986	12
8	1985	13
6	1984	14
10	1983	15
7	1982	16
1	1981	17
7	1980	18
2	1978	20
Total 74	–	15 years weighted average

Source: PAISD Transportation Department, 1997.

PAISD purchased one bus in 1995. In the 1997-98 school year, two 15-passenger vans have been ordered. No replacement schedule is in place within PAISD. An aging fleet is subject to more breakdowns on the road, jeopardizing the safety of students, and more costly repairs. Recent events in the Houston ISD illustrate what can happen when a bus replacement schedule is not used. Following the 1998 spring break high school start times had to be delayed by several hours when there were not enough road worthy buses left to run regular routes.

Recommendation 137:

Establish a bus replacement policy.

Based upon data gathered throughout the country, the most common bus replacement schedule within school districts is every 12 years. PAISD was replacing buses on that schedule until the 1990s. TEA amortizes buses on a 10-year schedule. TSPR recommends a bus replacement policy of between 10 and 15 years, depending on the number of routes and miles driven. If PAISD returns to a 12 year replacement schedule, at least six buses should be purchased each year beginning in 1999-2000.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Transportation develops a replacement plan and requests at least six new buses in the 1999-2000 budget.	March 1999
2. The director of Transportation develops requirements for the new school buses and sends those through PAISD Purchasing to the General Services Commission.	April 1999
3. The director of Transportation accepts new buses and prepares six older buses for salvage sale.	July 1999

FISCAL IMPACT

Buses cost about $52,500 including air conditioning. The recommended annual bus replacement, after reducing the fleet to its optimum size, is six air-conditioned buses per year, at a cost of $315,000, until the fleet is back on a 12-year replacement schedule. By 2004, PAISD should be on a 12-year bus replacement schedule. After 2003, PAISD could drop to a replacement goal of four buses per year. The funds to procure new buses could be found through other savings in the program.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Establish bus replacement policy	$0	($315,000)	($315,000)	($315,000)	($315,000)

F. SAFETY

FINDING

PAISD recently installed video cameras on three buses and boxes to hold the cameras on 32 other buses. Thus the cameras can be moved from bus to bus as needed. The cameras can be used to represent precisely what has happened on a bus to the administration, school board, and the parents.

Rather than outfitting all buses with the cameras, the Transportation Department chose to outfit only a few, while installing dummy boxes in the remaining buses. Thus all buses can be outfitted with cameras on a rotational basis. Since it is hard to tell when a camera is in the box or not, it creates a threat of enforcement, which is as effective as the actual use of the cameras.

COMMENDATION

Transportation expects to reduce the instance of property damage and injury to students through the installation of video cameras in its school buses.

FINDING

Transportation Department data for 1996-97 and 1997-98 indicate that PAISD school buses were involved in 18 reported accidents in 1996-97 and nine accidents through April 1998. This number of accidents for a relatively small fleet of buses in daily use is a cause for concern.

In October 1997, one PAISD bus driver had two accidents involving another car. In October and November 1997 the Transportation Department had 10 reportable accidents, six higher than in the same period the preceding year. Although drivers are expected to be retrained after each accident, PAISD has no policy in place to identify the type of retraining needed to correct bad driving habits, or whether retraining has effectively reduced accidents.

TSPR's interviews with Maintenance personnel indicated that, in some cases, damage to buses has been noted without a report of an incident. Therefore, more accidents may be occurring than are being reported.

Other school districts throughout the country, such as Fairfax County Public Schools and Richmond Public Schools in Virginia, have adopted policies calling for retraining for drivers involved in accidents, or probation and/or termination when property damage, injury, or death resulted from driver error. Montgomery County Public Schools in Maryland has an accident reconstruction investigator on staff who reviews the details of each accident with drivers to identify driver errors and prescribe the training needed to correct bad driving habits.

Recommendation 138:

Establish policies and procedures for bus drivers involved in accidents.

PAISD's board should establish a policy calling for the retraining, probation, or termination of drivers involved in or causing accidents that result in property damage or injury. The director of Transportation should investigate all accidents to determine the cause of the accident and the appropriate response. The policy also should specify the information that needs to be kept in summary fashion for making periodic comparisons and evaluating the retraining program.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Transportation prepares a draft disciplinary and retraining policy and submits it to the board for approval.	July 1998
2. The board approves the policy with appropriate modifications.	August 1998
3. The director of Transportation institutes the new policy.	September 1998
4. The director of Transportation evaluates the effect of the new policy regarding the number and type of accidents, and reports to the superintendent and the board.	September 1998 Ongoing

FISCAL IMPACT

If injury and property damage accidents can be reduced, PAISD may realize a savings on its vehicle insurance premiums.

PORT ARTHUR

SAFETY AND SECURITY

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Chapter 13

SAFETY AND SECURITY

This chapter examines the programs PAISD uses to ensure the safety and security of its students, teachers, administrators, and visitors, in four sections:

A. Student Discipline
B. Alternative Education
C. Truancy and Absences
D. Security Program

BACKGROUND

All school districts must provide a safe and secure environment for their students and employees. This objective requires districts to develop effective policies and programs to address discipline and safety needs. The mission of a school security program is to provide a deterrent to crime and violence and react quickly to prevent unnecessary harm.

The safety and security program should be governed by board policy and clearly documented in an operations manual, with crisis management and student discipline plans. An effective communication system is necessary for security management to deploy personnel in the event of emergency or disorder. School security officers should be capable of enforcing board policy and the law, as well as serving as a deterrent to unruly or criminal behavior.

An integral part of any safety and security program is the student code of conduct and district discipline policies. Chapter 37 of the Texas Education Code now gives increased authority to teachers to remove disruptive students; establishes juvenile justice alternative programs under the oversight of the Texas Juvenile Probation Commission; and increases the requirements to interface with the juvenile board and juvenile justice system. A county with a population over 125,000 must establish a juvenile justice alternative education program coordinated by the county's local juvenile board.

A. STUDENT DISCIPLINE

Maintaining a safe and secure educational environment requires comprehensive planning, policies, and appropriate programs that address the needs of all types of students. State law requires each school district to adopt a code of student conduct that establishes standards for student behavior and complies with provisions outlined in Chapter 37, Subchapter A of the Texas Education Code.

CURRENT SITUATION

PAISD's Student Code of Conduct complies with the requirements of the Texas Education Code. Like other districts around the state, PAISD faces an increasing variety of disciplinary problems. While districts once dealt mostly with behavior like talking in class, smoking on campus, or the occasional fight, today they face disciplinary problems ranging from drug and alcohol abuse to the possession of firearms and other weapons. **Exhibit 13-1** details disciplinary incidents at PAISD high schools in the 1996-97 school year.

Exhibit 13-1
Disciplinary Incidents in PAISD High Schools in 1996-97

Offense	Austin*	Jefferson	Lincoln	Lamar Community Guidance Center**
Disciplinary action for possession, sale, or use of tobacco, alcohol, or other drugs	20	22	27	0
Arrests for possession, sale, or use of tobacco, alcohol, or other drugs	0	8	0	1
Incidents of school-related gang violence	0	0	3	1
Students in alternative education programs for possession, sale, or use of tobacco, alcohol, or other drugs	2	1	27	25
Other students in alternative education programs	21	90	59	221
Out-of-school suspensions for possession, sale, or use of tobacco, alcohol, or other drugs	2	20	27	0
Other out-of-school suspensions	164	400	119	0
Expulsions for possession, sale, or use of tobacco, alcohol, or other drugs	0	0	0	1
Other expulsions	1	0	0	0
Assaults against students	0	3	2	0
Assaults against teachers or staff	6	5	3	1
Vandalism or criminal mischief - school property	4	1	0	0
Vandalism or criminal mischief - student property	4	0	2	0
Vandalism or criminal mischief - teacher/staff property	1	1	0	0
Number of firearms confiscated	0	1	1	0
Number of other weapons confiscated	0	0	2	0
Total Offenses	**225**	**552**	**272**	**250**

Source: PAISD, 1996-97.

** High Schools student counts only.*

*** Represents number of incidents that occurred in the alternative education school.*

Exhibit 13-2 provides an overview of the disciplinary incidents in PAISD middle schools during 1996-97.

BEST COPY AVAILABLE

Exhibit 13-2
Disciplinary Incidents in PAISD Middle Schools in 1996-97

Offense	Austin*	Edison	Wilson	Lamar Community Guidance Center**
Students referred for disciplinary action related to possession, sale, or use of tobacco, alcohol, or other drugs	8	6	12	0
Students arrested for offenses related to possession, sale, or use of tobacco, alcohol, or other drugs	0	3	0	0
Incidents of school-related gang violence	0	0	0	0
Students placed in alternative education programs due to possession, sale, or use of tobacco, alcohol, or other drugs	1	5	9	10
Other students placed in alternative education programs	10	32	48	115
Out-of-school suspensions related to possession, sale, or use of tobacco, alcohol, or other drugs	1	0	8	0
Out-of-school suspensions	593	568	723	0
Expulsions related to possession, sale, or use of tobacco, alcohol, or other drugs	0	0	0	0
Other suspensions	0	614	731	0
Assaults against students	0	0	5	0
Assaults against teachers or staff	1	8	2	1
Acts of vandalism or criminal mischief against school property	0	0	0	0
Acts of vandalism or criminal mischief against student property	0	0	0	0
Acts of vandalism or criminal mischief against teacher or staff property	0	0	1	0
Number of firearms confiscated	0	0	0	0
Number of other weapons confiscated	2	4	2	0
Total Offenses	**616**	**1,240**	**1,541**	**126**

Source: PAISD, 1996-97.
**Middle Schools student counts only.*
***Represents number of incidents that occurred in the alternative education school.*

FINDING

PAISD's Student Code of Conduct specifies the types of behavior deemed unacceptable and subject to disciplinary action. The disciplinary options available to school administrators include the use of corporal punishment, detention after school hours, reassignment of a student to another class, placement in an alternative education program, suspension, in-school suspension, expulsion, placement in a Juvenile Alternative Education Program (JJAEP) in the Jefferson County Youth Academy, or home-based instruction. The code details a list of actions of general misconduct that may be punished using one or more of these disciplinary methods. Actions characterized as general misconduct include:

- violating school safety rules;
- violating dress and grooming standards;
- cheating or copying another student's work;
- throwing objects that can cause bodily injury or property damage;
- leaving school grounds or school-sponsored events without permission of authorized school staff;
- using profanity, vulgar language, or obscene gestures;
- fighting;
- stealing;
- vandalizing or damaging property;
- misconduct on school buses;
- hazing;
- failing to comply with directives given by school personnel;
- repeatedly violating other communicated school or classroom standards of behavior;
- possessing or using matches or a lighter;
- possessing, smoking, or using tobacco products;
- committing extortion, coercion, or blackmail;
- committing or assisting in a burglary or theft that does not constitute a felony according to the Texas Penal Code;
- name-calling, ethnic or racial slurs, or derogatory statements that school officials have reason to believe will substantially disrupt school activities or incite violence;
- any other behavior that gives school officials reasonable cause to believe that such conduct will substantially disrupt school activities or incite violence;
- inappropriate physical or sexual contact;
- conduct that constitutes sexual harassment or sexual abuse, whether the conduct is spoken, gestured, or is some other form of sexual conduct;
- possessing a paging device or cellular phone; and
- behaving in any other way that disrupts the school environment or educational process.

PAISD has developed a comprehensive Student Code of Conduct that covers a variety of possible behavioral offenses and offers appropriate disciplinary actions to deal with those offenses. The code has been updated to reflect the most recent changes in the Texas Education Code.

COMMENDATION

PAISD's Student Code of Conduct provides a comprehensive guide for disciplinary actions that complies with state law and local policy.

FINDING

PAISD's disciplinary process contains most of the appropriate student management components to help the district adequately deal with student disciplinary problems. However, TSPR noted concerns about the *application* of some of these components. In interviews with TSPR team members, principals, administrators, parents, and law enforcement officials said that the district's discipline policy is not applied consistently, and in a way that would prevent small disciplinary problems such as arguing or rough-housing from escalating into larger problems, such as fighting or even more violent behavior.

Many people interviewed about PAISD's disciplinary process said that while disciplinary problems ideally should be dealt with at the classroom level, teachers often do not possess the skills needed to address these issues. Comments from the community as well as from some school principals revealed that teachers need additional training to help them cope with disciplinary problems before they get out of hand and disrupt the educational process.

The ultimate responsibility for managing PAISD's schools lies with the principals and assistant principals, and they too expressed an interest in needing additional assistance in learning how to handle disciplinary situations more effectively.

Recommendation 139:

Provide additional training to school principals and assistant principals, classroom teachers, and other school personnel in ways to manage discipline problems.

PAISD should develop a training module and merge it into the existing training on the Student Code of Conduct. Principals, assistant principals, and teachers need training in the appropriate ways to apply the elements of the Student Code of Conduct.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Curriculum and Instruction works with the superintendent to develop an appropriate training module for dealing with disciplinary problems.	June 1998
2. The assistant superintendent for Curriculum and Instruction and the superintendent combine this training with existing training on the Student Code of Conduct.	July 1998
3. The assistant superintendent for Curriculum and Instruction presents the training module to school principals to be used in the 1998-99 school year.	July 1998
4. The assistant superintendent for Curriculum and Instruction Schools begins using the training module to train teachers.	September 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Teachers and administrators alone can not solve PAISD's disciplinary problems. Students also must play a role by finding more effective ways of dealing with problems, particularly those that are likely to escalate into violence. PAISD does not use peer mediation as a technique to assist students in learning appropriate discipline skills.

Other school districts have found that peer mediation programs can be quite effective in curbing discipline problems. Peer mediation trains students to intervene and help to settle disputes between fellow students through negotiation. A peer mediation program encourages students to take more responsibility for their fellow students' actions and 'take back' their schools from students who would otherwise disrupt the classroom, and does so, in a way that does not require the intervention of traditional adult authority figures. Examples of model peer mediation programs follow.

- The peer mediation program at John Glenn Elementary School of Northside ISD in San Antonio trains students in grades four and five in the art of conflict resolution. The school has 33 student mediators who help their fellow students work out their conflicts by helping them talk through to a solution in formal and informal negotiation. The suspension rate at John Glenn has dropped dramatically in the two years in which the program has been in place.
- The peer mediation program at Matilija Junior High School in Ojai, California has trained 15 peer mediators from grade eight; in the first year of the program, students conducted ten mediations to help their fellow students resolve their differences in a peaceful manner. The school also requires a class in conflict resolution for students in grade seven. The peer mediation program has reduced conflict and confrontation among the racially diverse student population.
- The peer mediation program at Santa Maria Middle School in Phoenix, Arizona, in its third year of operation, has trained 45 mediators, 15 each from grades six, seven, and eight, in dealing with conflicts among their peers. Program administrators are developing a database to track the number of mediations conducted and their success rate.

Recommendation 140:

Pilot a peer mediation program in PAISD.

PAISD should conduct a pilot test of a peer mediation program to determine how well it works and whether it could be expanded to all district schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent or designee contacts other school districts in Texas and across the country to obtain information on successful peer mediation programs.	September 1999
2.	The superintendent reviews the information with the executive cabinet; the cabinet determines if such a program should be established in PAISD.	October 1999
3.	The assistant superintendent for Curriculum and Instruction selects three schools (one elementary, one middle, and one high school) to conduct a pilot peer mediation program.	October 1999
4.	The assistant superintendent for Curriculum and Instruction selects a committee made up of representatives from the three pilot schools to develop a training curriculum for the pilot program.	November 1998
5.	The committee develops the training curriculum using information on curricula used in other school districts for their peer mediation programs.	November 1999
6.	The committee selects the first group of students to be trained as peer mediators.	January 2000
7.	Peer mediators conduct mediation sessions in their schools under the guidance of the principal or the principal's designee.	Beginning February 2000 and ongoing
8.	The assistant superintendent for Curriculum and Instruction and the committee evaluate the results of the peer mediation program, and determine whether to expand it to other PAISD schools.	May 2000

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

B. ALTERNATIVE EDUCATION PROGRAM

CURRENT SITUATION

PAISD's alternative education program (AEP) is used as a disciplinary option for a variety of disciplinary problems. An AEP is defined in the PAISD Student Code of Conduct as "an established setting with its accompanying staff, facilities, and curriculum, either on or off campus, designed to provide educational continuity following students' suspension or expulsion from regular class."

According to the Student Code of Conduct, school officials have the option of placing a student in AEP if:

- the superintendent or designee has a reasonable belief that a student has engaged in conduct away from school defined as a felony, other than those set out in Title V of the Texas Penal Code, and the superintendent determines that the student's continued presence in the regular classroom threatens the safety of other students or teachers or will be detrimental to the educational process;
- the student has violated the code of conduct and the code calls for AEP placement as a possible consequence;
- the student is involved in gang activity, either as a member or a pledge, or in soliciting another person to become a member or a pledge of a gang; or
- the student is involved in a public school fraternity, sorority, or secret society, whether as a member or a pledge.

The Student Code of Conduct requires that a student be placed in AEP if the student commits any of the following offenses on school property or within 300 feet of school property:

- committing an assault;
- making a terroristic threat;
- selling, giving, delivering, possessing, using, or being under the influence of marijuana, a controlled substance, or a dangerous drug, if such conduct is not punishable as a felony offense;
- selling, giving, or delivering an alcoholic beverage, or committing a serious act or offense if such conduct is not punishable as a felony offense;
- behaving in a manner that contains the elements of an offense relating to the abuse of glue or aerosol paint or relating to volatile chemicals;
- behaving in a manner that contains the elements of the offense of public lewdness; and
- behaving in a manner that contains the elements of indecent exposure.

The code also requires that a student be assigned to AEP, and possibly face suspension after a hearing, if :

- the student engages in a felony, regardless of where the offense occurs;
- the student engages in conduct that contains the elements of retaliation against any school employee, regardless of where the offense occurs;
- the student receives deferred prosecution under the Texas Family code 35.03 for conduct defined as a felony in Title V of the Texas Penal Code;
- the student has received a court or jury finding of delinquent conduct under the Texas Family Code 54.03 for conduct defined as a felony in Title V of the Texas Penal Code; or
- the student receives a finding from the superintendent or the superintendent's designee that the student has engaged in conduct defined as a felony offense in Title V of the Texas Penal Code.

The code further allows a principal or the principal's designee to order a student to be placed in the AEP if the student is "so unruly, disruptive, or abusive that the student's presence seriously interferes with a teacher's ability to communicate effectively with the students in a class, with the ability of the student's classmates to learn, or with the operation of school or a school-sponsored activity."

The superintendent, superintendent's designee, or other appropriate administrator may place a student in AEP. Those same officials can determine the length of time a student will be placed in AEP, but the code sets a minimum stay of ten days and a maximum of one calendar year. A teacher can remove a student from class for any of the offenses for which a student can be placed in an AEP or suspended. To remove a student from class, a teacher must submit a Student Code of Conduct Violation Report to the school's principal, who must send the report to the student's parent or guardian within 24 hours. The principal also must schedule a hearing with the student's parent, teacher, and the student within three days of receiving the report.

While a hearing is pending, a principal may place the student in:

- another appropriate classroom at the school;
- campus in-school suspension;
- out-of-school suspension; or
- an AEP setting in which student is separate from other students for the entire school day and is instructed in the core subjects.

At the disciplinary hearing, the principal explains the allegations against the student and gives the student an opportunity to provide an account of the incident. Once the hearing is complete, the principal may choose to send the student to the AEP at Lamar Community Guidance Center (Lamar).

Lamar houses students removed from regular classroom facilities for offenses covered by Chapter 37 of the Texas Education Code. Lamar serves PAISD middle and high school students; at present the district has no facility for elementary school students with disciplinary problems who require an alternative education setting.

Lamar can accommodate 120 students and is adding two more classrooms that will accommodate 50 more. The school is staffed by two administrators and ten teachers; one substitute teacher is available as needed. Three counselors and a psychologist visit on a weekly basis to treat students and counsel them on their disciplinary problems.

Project Redirect trains Lamar students in ways to improve their social skills and classroom behavior. The program is funded by a $54,000 grant from the Governor's Criminal Justice Division. The goal of Project Redirect is to teach students and their families a basic awareness of the types of behavior that lead to violence and criminal activities. The target population for this program is secondary school students who have persistently violated the code of conduct. The program's capacity is 120 students; in its first year of operation (1995-96), the program had 126 participants that came and went during the year.

Students are placed in Lamar when other short-term AEP assignments have been unsuccessful in changing the student's incorrigible behavior. Assignments to Lamar are for a minimum of six weeks. Most students who are assigned to Lamar only remain for that time. Some, however, are assigned to Lamar for a longer period of time. At the time of TSPR's visit, Lamar had 11 of 120 students who had been assigned to the facility beyond a six-week period.

Once a student reaches the end of his or her assigned period at Lamar, a team evaluates the student's behavior, grades, and potential for placement back in a traditional classroom setting. The team, which includes teachers and counselors, the school's psychologist, and the school's principal and security officer, determine whether the student should be returned to a regular classroom setting.

The district also may expel a student. The district may expel a student for:

- criminal mischief, if it is punishable as a felony, whether the offense is committed on or off school property; or
- serious or persistent misbehavior if a student is already in an AEP and continues to violate the Student Code of Conduct.
- "Persistent misbehavior" is defined as two or more incidents of the same violation. "Serious" offenses include assault on a teacher or other individual; retaliation against a school employee; murder, capital murder, or a criminal attempt to commit murder; possession of a firearm, firearm facsimile, knife, club, or other prohibited weapons; drug or alcohol possession, use, sale, gift, or delivery, or being under the influence of drugs or alcohol; or other conduct that constitutes criminal mischief.

The Student Code of Conduct details some 27 specific serious offenses for which a student can be expelled. The code requires a student to be expelled for any of the following offenses:

- the use, exhibition, or possession of a firearm, an illegal knife, a club, or other prohibited weapon, such as an explosive weapon, a chemical dispensing device, or a zip gun; or
- behavior containing the elements of aggravated assault, sexual assault, aggravated sexual assault, arson, murder, indecency with a child, aggravated kidnapping, behavior related to an alcohol or drug offense that could be punishable as a felony, or retaliation against a school employee combined with any of the offenses listed above, on or off school property or at a school-related activity.

In an emergency, a principal or principal's designee may order a student's immediate removal when "people or property are in imminent harm."

In extreme cases a student's misbehavior will be serious enough for assignment to the Juvenile Justice Alternative Education Program operated at the Jefferson County Youth Academy, known also as "Boot Camp." Jefferson County, like all counties with a population of 125,000 or more, must operate a JJAEP as directed by Chapter 37 of the Texas Education Code.

The Jefferson County Youth Academy was established in 1995 as a cooperative effort between the county's school districts, the Jefferson County Sheriff's Office, and the Jefferson County Probation Office, and serves all school districts in the county. The academy has a capacity of 50 students. The facility had 40 filled slots at the time of TSPR's visit. Some offenses, such as aggravated assault or possession of a gun on school grounds, call for direct assignment to the youth academy. Other students come to the academy from Lamar after persisting in disruptive or dangerous behavior. The Academy director gave TSPR a list of 15 PAISD students who had been subject to expulsion hearings during the 1997-98 school year and had been placed in the academy.

Students may be placed in the academy either as non-adjudicated cases (cases in which a student is placed after an expulsion) or as adjudicated cases (cases sent to the academy by the juvenile court system). The director said that 60 percent of the students at the academy are placed there through the non-adjudicated process.

Each school district must purchase slots for students in the academy. According to the director of the academy, PAISD currently purchases 36 slots at an annual cost of $3,600 per slot. The academy employs four part-time teachers and one full-time teacher's aide, and hires retired teachers and former principals or administrators who are experienced in dealing effectively with a variety of discipline problems.

The academy operates every week day from 7:00 AM until 5:00 PM. Students are assigned to the youth academy for a semester. When a student is assigned to the academy, parents are required to attend an orientation with their child to learn how the academy operates. The academy teaches students four required core subjects and concentrates heavily on preparing students to take the TAAS test. Students are required not only to focus on academic but also physical challenges. Academy participants are required to engage in calisthenics, jogging, and other forms of physical exercise, and must pass a physical as well as an academic test before graduating from the academy. To date, the academy is rating reasonably well academically; according to the director, 42 percent of academy participants passed the TAAS test in 1997.

FINDING

Chapter 37 of the Texas Education Code requires that AEPs be available for students at all grade levels by 1998-99. While PAISD provides such programs for students in secondary schools, it does not have a similar program for elementary students with disciplinary problems. District staff have developed a proposal to establish an alternative education program for elementary students, but it is still in the planning stages for 1998-99. The cost of the program, including staffing, is anticipated to be about $92,000 annually.

PAISD's elementary schools had 593 incidents in 1996-97 compared to 3,523 incidents for middle schools and 1,299 incidents for high schools. Though the elementary schools do not have as large a volume of disciplinary problems, they do have students whose disciplinary problems are serious enough to warrant assignment to an AEP.

Exhibit 13-3 details disciplinary incidents at PAISD elementary schools in 1996-97.

Exhibit 13-3
Disciplinary Incidents in PAISD Elementary Schools, 1996-97

Offense	De-Queen	Dowling	Franklin	Houston	Lee	Pease	Travis	Tyrrell	Washington	Wheatley
Disciplinary action: tobacco, alcohol, or other drugs	0	0	2	0	0	0	0	0	0	0
Out-of-school suspension	70	0	55	34	26	7	0	4	9	0
Other expulsions	70	0	0	34	0	0	0	0	9	0
Student Assaults	2	0	4	0	1	0	0	0	0	0
Teacher or staff assault	112	6	89	0	0	0	0	0	0	0
Vandalism – school property	0	0	0	1	1	0	0	1	0	0
Other weapons	0	0	3	5	0	0	0	0	0	0
Total	**254**	**6**	**153**	**74**	**28**	**7**	**0**	**5**	**18**	**0**

Source: PAISD, 1996-97.

As the exhibit shows, the largest number of incidents occurred at DeQueen (254 incidents, including 112 assaults on teachers or staff); Franklin (153 incidents, more than half of which were assaults on teachers or staff); Lee (75 incidents, more than a third of which were out-of-school suspensions); and Houston (74 incidents, most of them either out-of-school suspensions or other expulsions). The problem with this situation is that these elementary students have no where to go, other than home with their parents, because no alternative education program exists for them.

Recommendation 141:

Implement an Alternative Education Program for elementary school students.

Establishing an elementary AEP will bring PAISD into compliance with state law and provide the district with a mechanism to deal with elementary students who have disciplinary problems that cannot be dealt with in a regular classroom setting. Franklin Elementary seems to be the most likely location for the program because space is available and the district has already considered putting it there.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Curriculum and Instruction and the Elementary Alternative Education Committee complete review and refinement of the elementary alternative education plan. September 1998
2. The assistant superintendent for Curriculum and Instruction and the Elementary Alternative Education Committee present the plan to the superintendent for review. October 1998
3. The superintendent presents the plan to the board for review. November 1998
4. The board adopts the plan. December 1998
5. The elementary AEP begins operation. January 1999

FISCAL IMPACT

The annual $92,000 costs associated with this recommendation will begin in January 1999.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Implement an Alternative Education Program.	$46,000	$92,000	$92,000	$92,000	$92,000

C. TRUANCY AND ABSENCES

CURRENT SITUATION

Truancy is a problem that PAISD must deal with on a daily basis. The district employs two attendance officers to investigate attendance problems and, if necessary, refers truants to the county juvenile probation system.

Exhibit 13-4 shows attendance rates for each PAISD school for 1990-91 through 1996-97.

Exhibit 13-4
Attendance Rates for PAISD Schools
1990-91 Through 1996-97

School	Percent Annual Attendance						
	90-91	**91-92**	**92-93**	**93-94**	**94-95**	**95-96**	**96-97**
Austin High	94.5	93.8	93.0	92.9	92.6	92.3	92.1
Jefferson High	91.3	91.4	89.	86.5	89.	89.7	90.6
Lincoln High	91.0	91.0	89.4	89.3	89.7	90.2	90.3
Lamar Alternative	84.9	82.6	74.8	67.9	72.7	69.9	68.9
Edison Middle	93.0	94.2	93.8	95.5	95.5	91.7	92.9
Wilson Middle	93.0	94.2	93.2	94.2	93.2	93.7	93.0
DeQueen Elementary	94.4	95.6	95.2	97.1	97.5	94.5	95.2
Houston Elementary	93.7	95.5	94.9	96.7	97.0	93.9	94.9
Franklin Elementary	96.5	94.6	95.7	97.6	98.4	95.0	95.1
Lee Elementary	95.5	95.2	95.6	95.5	94.9	95.0	95.3
Pease Elementary	94.9	95.5	95.4	96.7	96.6	95.2	95.2
Travis Elementary	97.1	93.2	94.2	95.6	94.4	93.7	93.6
Tyrrell Elementary	95.6	95.3	95.5	97.0	97.7	95.0	95.1
Washington Elementary	95.9	94.5	94.6	97.0	95.3	94.4	94.9
Wheatley Elementary	89.1	88.1	88.6	96.0	95.7	92.4	88.5
Dowling Elementary	96.0	95.1	95.9	96.3	96.3	95.8	96.4
Total	**93.9**	**94.2**	**93.2**	**94.1**	**94.2**	**92.8**	**93.3**

Source: PAISD, 1996-97.

Exhibit 13-5 compares PAISD's 1995-96 attendance rate with other Texas school districts and the statewide average. PAISD's attendance rate was lower than the Region V and statewide averages and sixth among its peer districts.

Exhibit 13-5
PAISD Attendance Rates Versus Six Peer Districts, Region V, and the Statewide Average, 1995-96

District	Attendance Rate Percent
Statewide Average	95.1
Longview ISD	95.0
Bryan ISD	94.9
Region V Average	94.6
Beaumont ISD	94.2
North Forest ISD	93.5
Waco ISD	93.2
Port Arthur ISD	**92.8**
Galveston ISD	92.6

Source: AEIS, 1996-97.

BEST COPY AVAILABLE

FINDING

Truancy is a significant problem in PAISD. Poor attendance in some PAISD schools has led to a decrease in state funds provided to school districts based on their Average Daily Attendance (ADA). PAISD's ADA of 94.1 percent has fallen below the 95.1 percent state average ADA for the past several years.

PAISD employs two teachers that serve as attendance officers and are called "visiting teachers" because they travel around the district to coordinate efforts to deal with the truancy problem. The visiting teachers are brought in on a truancy case only when that case is referred to them. In interviews, the visiting teachers expressed concern over PAISD's lack of an effective approach to deal with truancy problems. The visiting teachers said that while district personnel have good ideas about how to improve student attendance, the district has not provided adequate support for an effective attendance management system that is consistently applied at all PAISD schools. Each school also has an attendance secretary to keep track of daily student attendance.

Interviews suggest that PAISD's attendance management procedures are poorly organized. According to the attendance officers, examples of inefficient attendance management include:

- computer-generated failure notices are sent home for poor attendance before attendance secretaries at the schools are notified that the absences have occurred;
- students with numerous absences have never met with a counselor;
- some schools do not have a regular policy of phoning parents to inquire about absences. Attendance officers frequently contact parents who did not know about their child's attendance record; and
- attendance secretaries do not have time during the day to call parents.

Judges who preside over hearings for violations of attendance laws sometimes become frustrated with PAISD's haphazard methods for handling attendance. Sometimes a judge's first chance to deal with a student comes when the student is 17 years old, has failing grades, and has accumulated a large number of absences.

The visiting teachers have developed a comprehensive approach that PAISD could use to establish an attendance management plan. The approach is outlined in a document titled *A Plan for Improving Student Attendance* that has been presented to the superintendent for review.

The plan recommends the district collect information from a variety of sources to develop a profile of students who have truancy problems or show the potential for truancy problems in the future. The student profiles could be built and maintained using the district's existing computer systems. The information needed to build the student profiles already exists in the computer system, but needs to be organized, maintained, and monitored to be a useful tool.

According to the plan, the information could be organized into a seven-stage profile of behavior common to high school dropouts (**Exhibit 13-6**).

Exhibit 13-6
Seven-Step Profile of Dropouts

1. The student has a series of academic and/or behavior problems, not necessarily related to attendance, beginning in elementary school.

2. The student's disciplinary problems get worse in middle school.

3. The student begins to skip a class occasionally.

4. The student begins to skip classes for an entire day.

5. The student begins to receive failing grades; parents who had previously been in denial about their children's problems begin to ask for help.

6. The student "mentally" drops out of school and demonstrates this attitude by not turning in assignments, not bringing supplies to class, and beginning to talk about an approaching 17th birthday.

7. The student officially drops out of school.

Source: Robert McDonald, Attendance Officer, A Plan for Improving Student Attendance, August 1, 1997.

The plan proposes to interrupt this pattern by monitoring students who begin to fall into it and intervening at a point when they can be prevented from dropping out of school. Intervention would include counseling for students who exhibit characteristics typical of dropouts to help address their disciplinary problems, tutoring for students having academic troubles that might lead them to drop out, and social services to help them deal with other problems that could lead to dropping out, including domestic violence, child abuse, and alcohol or drug abuse. The student profiles would be used to generate reports from attendance officers so that schools become aware of students with attendance problems and intervene before problems escalate.

The information in the database and student profiles also would be used to track attendance patterns at individual schools, determine whether attendance management programs at individual schools have or have not worked, and help each school develop a new attendance plan that allows schools to closely monitor attendance patterns for individual students and break patterns that lead to dropping out.

Recommendation 142:

Approve and implement an attendance management plan.

The plan should include an effective method for identifying and tracking students who have attendance problems and monitoring the effectiveness of each school's attempts to improve student attendance.

PAISD's numerous problems maintaining attendance indicate a need for a strong attendance management plan. Students who have attendance problems should be closely monitored. Centralized information also could be used to track what types of intervention have been tried with individual students.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent completes a review of *A Plan for Improving Student Attendance*.	June 1998
2. The superintendent authorizes the visiting teachers to work with administrators at each PAISD school to implement the program outlined in *A Plan for Improving Student Attendance*.	June 1998
3. The visiting teachers work with school administrators to work out the logistics of the program.	July - August 1998
4. The assistant superintendent for Curriculum and Instruction ensures that the program outlined in *A Plan for Improving Student Attendance* begins operation.	September 1998
5. The assistant superintendent for Curriculum and Instruction ensures that the program is monitored through regular reports from school administrators to the visiting teachers and to the superintendent.	September-May 1999
6. The assistant superintendent for Curriculum and Instruction ensures that the program's progress is evaluated and appropriate changes are made.	May 1999

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

PAISD's visiting teachers estimate that on any given school day, as many as 1,200 student are absent. While approval and implementation of *A Plan for Improving Student Attendance* would go a long way toward helping PAISD to manage its student attendance problems more effectively, more help is needed to deal with students who continue to compile unexcused absences, and to work with their parents to bring the situation under control.

One approach that has been used in Travis County is the Absent Students Assistance Project (ASAP). The ASAP is a community-based collaborative effort involving the Austin and Del Valle school districts (AISD and DVISD) and the Travis County constables in which district representatives and the county constables visit the homes of students whose absences are unexcused and investigate the reason for the absence. The home visit also allows the district and the constable to talk with the student's parents about the student's absences; determine if the factors causing the absences can be addressed, prevented or done away with through the use of school or other community programs; and provide the student and parents with appropriate referrals to school or community programs to help deal with the attendance problems.

The program was established in 1995; its stated purpose is "to improve school attendance by providing the earliest possible response to student absenteeism." AISD and DVISD notify Travis County constables each day of middle and junior high students with unexcused absences. (A student has an unexcused absence if he or she is not at school by 10:00 AM.) Middle and junior high school students are targeted because students tend to begin to exhibit truancy problems in that grade range and often decide to drop out of school at this time.

Constables visit students' households to determine the reason for absences and to make parents or guardians aware of the situation. The visit helps the constable determine if there are family, social, health, or other problems that might contribute to the absences, and identifies and connects the student and family to appropriate social services that can help remedy problems that cause truancy. Chronic truants and their parents can be charged and sanctioned by Travis County Justices of the Peace or the Travis County Juvenile Court.

Exhibit 13-7 shows referrals to the program in its first two years of operation.

Exhibit 13-7
Referrals to Travis ASAP Program, Fall 1995 and Fall 1996

Precinct	Fall 1995	Fall 1996	Percent Change
1	928	4,646	401%
2	1,176	1,430	22
3	3,388	4,109	21
4	4,567	4,863	6
5	2,924	3,660	25
Total	**12,983**	**18,708**	**44**

Source: Travis County Absent Student Assistance Program, Fall 1996 School Semester Evaluation Report.

Exhibit 13-8 shows the change in middle school attendance rates by constable precinct.

Exhibit 13-8
Change in Middle School Attendance Rates by Travis County Constable Precinct

Precinct	Fall 1995	Fall 1996	Percent Change
1	94.0%	95.0%	1.0%
2	96.2	96.4	0.2
3	95.6	95.7	0.1
4	93.3	94.1	0.9
5	85.7	89.2	4.5
Total	**93.1**	**94.1**	**1.3%***

Source: Travis County Absent Student Assistance Program, Fall 1996 School Semester Evaluation Report.
** Direct average of school attendance rates by constable precinct.*

BEST COPY AVAILABLE

ASAP clearly has had an effect on school attendance rates in Travis County, particularly in those schools where attendance rates were lowest before introduction of the program. Both districts participating in the program apparently see its value; the school participation rate, or the number of school days that a school submitted referrals to ASAP divided by the number of school days in a semester, increased by 62 percent from Fall 1995 to Fall 1996.

The costs of the program to Travis County government were $127,195 in the Fall 1996 semester. Through an interlocal agreement with Travis County, AISD offsets 50 percent of the costs of operating ASAP in its schools. DVISD also contributes payments to offset the costs of ASAP.

In return, AISD benefits from an increase in the money it receives for increased ADA, which in Fall 1996 amounted to an additional $155,252.

PAISD currently has an informal arrangement with the Precinct 8 constable to operate an ASAP. However, the program is not funded and only carried out when the two precinct officers have time. In order to carry out ASAP to its fullest, a formal program structure and funding need to be put in place. The Precinct 8 constable has made a proposal to the PAISD superintendent to establish a pilot test of the ASAP program throughout the district.

Recommendation 143:

Establish an Absent Student Assistance Program with the assistance of the Jefferson County Constable's department to increase student attendance.

PAISD and Jefferson County should fund and implement ASAP in PAISD middle schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent or designee contacts the Jefferson County Precinct 8 constable's office to discuss establishing an ASAP throughout PAISD.	June 1998
2. The superintendent and Precinct 8 constable work with middle school administrators to develop the logistics for supplying the constable's office with daily information on unexcused absences, and determine how the information collected in the program will be tracked and used to monitor the progress of the pilot program.	July-August 1998
3. ASAP is piloted in PAISD middle schools.	September 1998
4. PAISD middle schools work with the Precinct 8 constable to provide the necessary information on unexcused absences on a daily basis, and monitor the success of the program by tracking any changes in the attendance of problem students.	September 1998-May 1999
5. The superintendent, Precinct 8 constable, the principal and other administrators from the pilot school review the progress of ASAP at the end of 1998-99 and determine if any adjustments to the program should be made.	May 1999

FISCAL IMPACT

To fully operate ASAP, the constable would have to dedicate six officers to eight-hour shifts each school day, at a cost of $120,288 per school year (six officers at $14 per hour for eight hours per day for 179 school days).

Assuming PAISD is able to decrease its truancy by 7.5 percent, 90 students a day could be returned to class (1,200 x 7.5 percent). School districts collect from $13 to $15 per day for every student attending school. Using the minimum ADA figure, PAISD could collect $209,430 annually in additional ADA funds. For estimation purposes, TSPR conservatively assumes a 5 percent reduction in truancy in the first year of ASAP operation.

The net gain in revenue in the first year would be $19,332; revenue in the second through fifth years of operation would be $89,142 annually.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Establish an ASAP Program	$19,300	$89,100	$89,100	$89,100	$89,100

D. SECURITY PROGRAM

CURRENT SITUATION

PAISD does not employ security guards at its schools. Instead, the district works with the Port Arthur Police Department (PAPD) to hire off-duty police officers to serve as security guards at the district's three high schools. Off-duty officers working as security guards are paid $20 per hour and usually sign up to work two four-hour shifts so that the same guards work an entire school day. Two guards are on each high school campus during the school day. They report to the high school principal.

Hall monitors provide additional security during periods between classes, in the parking lots during the school day, and during auditorium programs. They help to deter improper behavior, serve as additional authority figures, and solve disciplinary problems.

When working as security guards, the off-duty police officers still have peace officer status, and the police department emphasizes that the officers are not on campus to enforce school rules as a hall monitor would. When working as security guards:

- Officers can issue citations to students observed committing a Class "C" misdemeanor. The officers also can issue citations if a teacher or an administrator observes a violation and wants the student cited, provided the teacher or administrator is willing to sign a complaint and testify in court.
- Officers have the authority to arrest students if they believe there is probable cause to make an arrest. If the officer chooses to make an arrest, school administrators cannot debate or veto the action.
- Officers are not in schools to enforce school policy or act as hall monitors, but are there to "maintain the peace and enforce state and local laws." Officers enforce statutes of the Texas Education Code that carry misdemeanor penalties, such as disruption of classes,

trespassing on school grounds, or possession of a pager or other electronic communication device.

- Officers have the authority to investigate if there are indications that a student has been physically or sexually abused either on or off school grounds.
- Officers may be present and listen to an administrator question a student about any suspected violation of law without providing a Miranda warning, and use any information obtained in a criminal case as long as the officer does not participate in the questioning. However, if the officer questions a student about possible violations of criminal law, a Miranda warning is required.
- Officers cannot randomly or selectively search student lockers at the will of a school administrator. The administrator must have "reasonable cause or suspicion" to believe that a locker contains contraband before conducting a search and may ask an officer to assist in the search. The standard of "reasonable cause or suspicion" is not as stringent as the probable cause an officer otherwise would need to have to conduct a locker search, and administrator must take full legal responsibility for the search even if assisted by an officer.
- Officers are allowed to collect "intelligence information" on any possible criminal behavior while on duty as security guards.

Officers issue citations for a variety of infractions at PAISD high school campuses such as those for possession of tobacco, alcohol, or drug paraphernalia; disruption of class; verbal or physical abuse of a teacher or a student; use of profanity; and fighting. Citations result in fines from $50 to $300, depending on the offense. In addition to the issuance of a citation, offenses also are punishable by a three-day suspension.

The visibility of Port Arthur police officers in PAISD schools has fallen, however, since the City of Port Arthur recently cut funding for the School Resource Officer (SRO) program due to budget cutbacks in December 1997. At that time, the police department had an SRO program staffed by a sergeant and four police officers who were assigned to the three high schools; two officers were assigned to Jefferson and one each to Lincoln and Austin. The City of Port Arthur provided $250,000 for the program and PAISD provided an annual reimbursement payment to the city of $55,000. The SROs provided a constant presence at the three schools that helped keep disciplinary problems under control. Because the officers were constantly at a school, the school administrators and SROs could work as a team to deal with any security problems that might arise. The SROs also had an opportunity to build relationships with students and find out about problems from the students themselves.

The district was not able to compensate for the loss of funding of the SRO program, and the program was terminated. Two of the SROs were reassigned to other duties within the police department not related to PAISD and two now serve as Drug Abuse Resistance Education (DARE) officers on PAISD middle school campuses. The DARE officers are paid by the district for the time they allocate to the DARE program.

The police department still has 12 community police officers who are involved in some school activities, such as "Senior Rap," a program in which officers talk with high school seniors who are either at risk of getting into trouble with the law or who are already in trouble. The community police officer program is funded by a $1.5 million, three-year federal grant that is in its second year. TSPR found no indication that this program will continue once the grant funding is exhausted.

FINDING

In interviews with PAISD staff and the Port Arthur Police Department, representatives of both organizations expressed concern about the lack of adequate efforts to control discipline problems in the district. PAISD staff members talked about the police department's lack of understanding of the district's approach to discipline management, while the police cited the district's lack of a "swift and certain" approach to discipline.

Both parties have legitimate arguments. The district has not, in fact, found a way to consistently apply its disciplinary policies at all schools in the district; the findings and recommendations in the *Student Discipline and Alternative Education Programs* section of this report address this situation.

However, the district also has legitimate concerns about the Police Department's understanding and knowledge of methods for controlling and disciplining students instead of controlling and arresting criminals. The district's approach to discipline, which district officials say not only involves application of the disciplinary methods covered in the Student Code of Conduct described in Section A of this chapter, but often includes the use of counseling and social services to deal with the issues of disciplinary problems. In interviews, some Police Department personnel made statements that demonstrated a lack of knowledge about the district's disciplinary procedures.

For example, one officer told TSPR that "PAISD has never placed a student with severe disciplinary problems into Boot Camp [the Jefferson County Youth Academy]...they've all been sent there from the Juvenile Court System." However, the facts show otherwise; the director of the Jefferson County Youth Academy provided TSPR with records that showed that 60 percent of PAISD students in the academy were in fact placed there by the school district and not referred through Juvenile Court.

Another officer contended that in-school suspension (in which a student is isolated from fellow students on campus in detention as disciplinary action for inappropriate behavior) is a "lost art" at PAISD and should be used as a tool to deal swiftly with disciplinary problems. This is also a misconception. A review of the Student Code of Discipline, as well as interviews with PAISD personnel show that the district does in fact use on-campus suspension as one method of dealing with disciplinary problems.

Moreover, some PAISD parents expressed concerns during public input sessions with TSPR that the police officers act in a heavy-handed manner with students and treat many students as if they were criminals.

These examples clearly indicate that there is a lack of communication, coordination, and assignment of roles and responsibilities for the security function at PAISD. All parties, including teachers, principals and assistant principals, administrators, security officers, police department, and parents, need to know what their roles, responsibilities, expectations, and boundaries are with regards to disciplining, removing, and arresting PAISD students.

TSPR has found that some districts do not have a vision and plan for their safety and security function that enables them to be proactive, rather than reactive, to discipline problems. Before a vision is established the district needs to determine:

- What is the teacher's role in security situations?
- What is expected of the principal and assistant principal?

- When is a uniformed, certified police officer appropriate?
- When would a trained security guard be preferable?
- Should the security force carry weapons?
- Are patrol cars or other equipment needed?
- Who will respond to calls and how will calls for assistance be communicated?
- What is the role of local law enforcement agencies on the campus, or within the school district?

A good safety and security plan for a district should be developed and continually examined to determine whether it contains clear expectations for students, parents, teachers, and administrators. Expectations as well as job descriptions for school district staff and contract employees should include enough detail about each individual's role in discipline management.

Finally, *everyone* must know the rules. Rules concerning student conduct should serve as a contract between students, parents, faculty, and administration. No one should be able to claim that he or she didn't know the rules. The most successful programs require a signature from parents and students acknowledging the rules up front. This way, students know when they willingly committed an offense.

Recommendation 144:

Establish goals and objectives for PAISD's safety and security function.

PAISD should establish goals, objectives, and a vision as well as define roles, responsibilities, and expectations for students, teachers, principals and assistant principals, contracted security officers, and parents with regard to student discipline.

A taskforce made up of PAISD representatives, the Port Arthur Police Department, and parents should be created to facilitate an ongoing working relationship and productive discussions about PAISD security issues. PAISD's members should include the assistant superintendent for Curriculum and Instruction, one visiting teacher, one principal, one assistant principal, one teacher from an elementary school, middle school, and high school, and one parent.

Once goals and objectives have been established, they should be contained in a comprehensive plan and/or the Student Code of Conduct and shared with students and faculty.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the assistant superintendent for Curriculum and Instruction to draft goals and objectives for PAISD's safety and security function.	July 1998
2.	The superintendent or designee works with the Port Arthur Police Department to select members to serve on a security taskforce.	July 1998
3.	The taskforce convenes and begins communicating and addressing disciplinary problems at PAISD including what the roles, responsibilities, and expectations are of all parties involved.	August 1998 and Ongoing

4. The taskforce prepares a draft of roles, responsibilities, and expectations and presents it to the superintendent. September 1998
5. The superintendent approves and provides the draft to the board for review, comment, and approval. September 1998
6. The goals, objectives, roles, responsibilities, and expectations are included in the district's school safety and security program and communicated to teachers, students, campus and district administrators, parents, and security officers. October 1998
7. The assistant superintendent for Curriculum and Instruction updates all teacher, principal, and assistant principals job descriptions to include their expectations in responding and acting upon student disciplinary problems. November 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources

FINDING

The concerns expressed by some PAISD parents about the heavy-handed approach of off-duty police officers working on PAISD high school campuses indicates that police working at schools should be trained in effective student management techniques. This training could serve the same purpose as training in disciplinary management for school principals and teachers: it makes disciplinary management more effective by dealing with problems before they escalate.

Recommendation 145:

Develop training for police officers in student management and require officers working on PAISD high school campuses to participate in the training.

The training would assist PAISD staff and police officers in developing consistent methods to address student discipline.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent assigns the assistant superintendent for Curriculum and Instruction to work with the Port Arthur Police Department to develop appropriate training for security officers working on PAISD high school campuses. June-July 1998
2. Police officers participate in student management training. August 1998
3. Police officers participate in refresher training in student management. Annually

FISCAL IMPACT

This recommendation can be implemented with existing resources.

PORT ARTHUR

APPENDIX A
STAKEHOLDER AND BOARD COMMENTS AND PERCEPTION

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Appendix A

STAKEHOLDER AND BOARD COMMENTS AND PERCEPTIONS

Appendix A is divided into three sections:

- Summary of Public Input
- Summary of Board Member Interviews
- Summary of PAISD Open Forum Comments

The comments and concerns presented in this appendix are the opinions of the individuals interviewed, and do not necessarily represent the views of the Comptroller or the review team.

STAKEHOLDER COMMENTS AND PERCEPTIONS

RESULTS OF PERSONAL INTERVIEWS AND FOCUS GROUPS

This section includes comments from people who were interviewed, including parents, business and civic leaders, and residents who have shown an interest in local education. Many Port Arthur residents were interviewed in the first phase of TSPR's performance review. A summary of board member comments follows. *The comments in this appendix came directly from respondents and are not necessarily the findings of the review team.*

SUMMARY OF PUBLIC INPUT

Residents were concerned about student achievement. Many believe that the board has failed to provide leadership and direction. They complained about a lack of emphasis on academics as opposed to sports. They noted a lack of textbooks and the district's extensive reliance on substitutes and non-certified teachers. They were deeply concerned about the lack of student discipline and the dangers this poses for both students and teachers. TSPR heard many comments about a "who-you-know" system that determines who gets hired or promoted. Finally, some community members believe that PAISD does not place adequate emphasis on the planning and budgeting processes necessary to promote quality education.

Major concerns voiced by the public

- Members of the public cited student discipline as the district's biggest problem.
- Lack of discipline has created an environment in which it is difficult to teach or learn.
- Many families with the financial resources to do so have moved out of the district to secure a safer environment for their children and better educational programs.
- The board involves itself in personnel decisions and is divisive.
- Hispanic parents believe the bilingual program at Franklin Elementary needs modification.

- There is a general public perception that the district has no plan for improving student achievement.
- Many cited a need for leadership and firm direction.

Exemplary Programs and Practices

- The Summit Program
- Peace Week
- Removing the barbed wire from school campuses
- Fines for tardiness at Thomas Jefferson High School
- Partner Power

SCHOOL BOARD (Chapter 2)

- Members of the public stated that the board spends too much time fighting and worrying about its officers.
- The school board should be advised quarterly how achievement is progressing.
- Many persons felt that the board sent the wrong message by letting students who had failed the TAAS walk across stage at graduation.
- There is a perception that the "winner take all election system" leads to packing (casting all votes for one candidate).
- Port Arthur City Council and Chamber of Commerce members want better relations and communications with the district

DISTRICT ORGANIZATION AND MANAGEMENT (Chapter 2)

- Many respondents urged the adoption of a strategic plan with broad public participation.
- Others questioned whether the district attendance policy promotes learning; there was a perception that students are allowed to miss too many classes.
- PAISD has been operating under a federal desegregation order for many years. Given changing demographics, some urged that the order be set aside.
- Some parents urged more support for gifted and talented programs; others urged that the district not to ignore the "average" student.
- There was a broad consensus that the district could do a better job of working with businesses and community organizations.

SCHOOL MANAGEMENT (Chapter 2)

- Many members of the public questioned whether school principals have adequate authority to promote quality education and discipline.
- Many teachers stated that "supervisors" were a waste of money; instead, the schools should just provide training.
- Many parents urged the adoption of school uniforms.
- Schools/teachers do not communicate well with Hispanic parents, especially the non-English speakers; why not use mail with bilingual letters?
- Both parents and teachers suggested redrawing school attendance zones to balance enrollments.

- Parents stated that site-based management needs to be taken more seriously; campus plans need changing.
- Hispanic parents at Franklin Elementary stated that teachers intimidate parents in to keeping children there even if their children are failing.

TECHNOLOGY/CURRICULUM AND INSTRUCTION (Chapter 3)

- Many Hispanic parents do not like bilingual program because it appears to stress maintenance instead of transition to English.
- Some teachers stated there were too many curriculum guides; why not just use the state guide?
- Most parents stated that the Summit Program is excellent.
- Parents stated that there are not enough teachers in the bilingual program, especially at Franklin with 40 students per teacher.
- Some Hispanic students are not allowed to take the TAAS test; parents want the same emphasis and standards for their children; otherwise kids lose faith in their abilities.
- Hispanic parents complained that the English as a Second Language program is the last to be funded.
- Business people want students to graduate with technical skills and knowledge of computers.
- Mastery of English, math, and science needs to become a basic philosophy of the district.
- Some stated that consolidation of high schools might lead to better instruction; bigger high schools can offer more honors classes.
- Instruction, grading, and promotions should be curriculum-driven.
- Teachers urged computers be linked to one other and to the Internet; wiring is slow; computers sit unused in labs; Washington Elementary is not on-line.
- Parents and teachers both believe that there is too much emphasis on TAAS.
- The public felt that certain processes were going well: inclusion, block scheduling, and team teaching.
- Some teachers felt that the district balks at "content mastery."
- Many parents stated that eighth graders cannot read.
- Some parents complained about the lack of emphasis on high achievers; emphasis is on getting low achievers to pass TAAS.
- Many parents believe that learning is hampered by excessive use of substitutes.
- Parents stated that grammar should be challenging.
- Many parents stated that the elementary curriculum may not be preparing students for middle school requirements.

PERSONNEL MANAGEMENT (Chapter 4)

- Hispanic parents complained of a lack of Hispanic counselors or administrators.
- Parents complained of many uncertified teachers in the district; only three certified teachers at SFA.
- Good teachers should be financially rewarded.
- Lots of substitutes; upgrade them.
- Need teachers who want to teach, understand the psychology of learning.
- Need more African-American teachers.
- Pay formula should be equitable; based on known criteria.
- Teachers need a pay raise.

- District needs a better system to discipline or train teachers; can't seem to get rid of bad teachers.
- Allow a teacher to teach close to home if he/she wants.
- Better insurance and medical plans for teachers.
- Bilingual teachers should be paid extra as in other districts.
- Uncertified teachers are paid the same as certified teachers.
- Shortage of band directors.

COMMUNITY INVOLVEMENT (Chapter 5)

- Interviewees stated that the district is doing a better job of communicating with the general community.
- Parents said that booster clubs are not supported; have to raise all funds for extracurricular activities.
- Parents also said they have no input in the district.
- Business and political leaders stressed a need for more coordination among Lamar University, schools, city, and churches.
- Businesses want coordination of requests for financial assistance.
- Many individuals believe that schools need a better image; citizens need positive stories.

FACILITIES USE AND MANAGEMENT (Chapter 6)

- Roofs are poorly designed; need more pitch to avoid standing water.
- Air-conditioning systems do not function well; one computer in Administration controls every school.
- Painters simply paint over old paint instead of removing it.
- School gyms need upgrading (Wilson, Edison, and Lincoln).
- Buildings have been maintained pretty well given their age.
- Maintenance department needs revamping.
- Wilson gym is unsafe; only one exit door for upstairs bleachers.
- Thomas Jefferson has sick buildings, molds in ceiling; teachers get sick.
- Thomas Jefferson is very dirty.

FINANCES/ASSET AND RISK MANAGEMENT (Chapter 7, Chapter 8)

- Is the "reserve" big enough?
- Lack of pay for bilingual teachers.
- Athletic budget is too high; one million dollars spent on football stadium.
- Expensive cars and allowances for district officials.
- SAVE MONEY - Consolidate schools (some strong disagreement on this issue, however).
- Consider privatizing food service and transportation.
- Salaries for district administrators are too high.
- Not enough money for books.
- Lamar University in Port Arthur needs classroom space; the university is willing to work with Wilson to save money for the district.
- Can a neighboring property-wealthy school district work with PAISD to leave money in the region? (e.g. Port Neches ISD, where Fina is building a new plant).

- Property excluded from taxation because of Free Trade Zone - is there a way that a contribution by industry in lieu of taxes be exempt from being counted by the state so that the entire contribution is extra money to the district?

TRANSPORTATION (Chapter 12)

- Drivers stated that buses have to go a long way to fuel up; diesel fuel also seems lighter than it used to be, requiring more frequent refueling.
- Drivers reported that they need more authority over unruly students; would like video cameras.
- Drivers also want safety films shown to students.
- A driver stated that some drivers abuse sick leave; gift certificates might help to motivate them.
- Bus drivers reported that "trip" buses are not always kept clean.
- Some parents stated that all students should be allowed to ride buses without paying even if they live within two miles of school.
- Head Start parents urged that funds be used to buy air-conditioned buses.
- Some members of the public felt that there were too many school buses; maybe because of desegregation order.

SAFETY AND SECURITY (Chapter 13)

- Wilson gym is unsafe; only one exit door.
- Student IDs should be worn openly.
- Even in kindergarten and elementary, gangs show up.
- No discipline issue at Lee.
- Disrespectful young people; lack of discipline.
- Crowded schools and crowded classrooms with no aides are a problem.
- Putting all the bad kids together is not necessarily good.
- Need more counselors.
- Hold parents accountable.
- Violence is ignored or downplayed.
- Delinquents hold back everyone else.
- Sleepy kids are coming to school.
- Need police to do something to keep drug dealers away from Lincoln.
- Lack of discipline demoralizes teachers.
- Edison discipline is better under Mike Mason.
- City is removing school resource officers; officers were getting involved in discipline as opposed to criminal activity.
- DARE program should continue.
- A few kids cause most of the problems and are not really dealt with.
- Why not take advantage of Chapter 37 of the Education Code?
- Are children with disciplinary problems kept in school for ADA purposes, at least until March?
- Heavy majority of police officers do not live in PAISD; neither do industry executives.
- City provides school crossing guards.
- City Of Port Arthur CDBG money used for after-school programs, as requested by Triangle Interfaith.
- Extracurricular activities help keep kids out of trouble.

- Specific close-ended questions were asked as part of the questions posed to five focus groups. Out of about thirty individuals present at these focus groups, almost all indicated that they would give the board a grade of either D or F; most indicated that they would give the superintendent a grade of B, and most agreed that the district has not improved over the last three years. There was general agreement that the district had recently improved its efforts to present a more positive image.

SUMMARY OF SCHOOL BOARD MEMBER INTERVIEWS

All seven members of the PAISD Board of Trustees were interviewed separately in the public input phase of the performance review during the week of January 12, 1998. The following summary provides their perceptions and concerns.

When asked to contrast the role of board members to that of the superintendent, board members:

- Clearly articulated that the role of the board is to govern and the role of the superintendent is to implement board policy and manage the district.
- Agreed, with two exceptions, that the current board and superintendent are performing their appropriate roles. The two dissenting board members indicated that certain of their peers are still micro-managing the district's administration.

When asked to describe the performance of central office staff, board members:

- Indicated that the superintendent (who has been on contract since July 1997) is performing his duties appropriately.
- Thought the superintendent should provide more leadership in the area of communication and team building.

When asked about the level of mutual trust and support among the trustees, board members cited:

- Evidence of mistrust among current board members, although trust has improved with the current board.
- Communication problems among themselves.
- The need for team-building activities.
- The need for more adherence to policy by the board and less micro-management.
- A need to focus on kids in setting policy.
- The recent election of the board vice-president, which caused disharmony and a split on the board.

When asked to describe voting patterns among trustees, they said:

- Many votes are split; a four/three split is characteristic.

When asked if administrative services and background materials, including data and financial information, were provided for board members, they said:

- The agenda package is comprehensive.
- The superintendent provides sufficient background information for board members to make informed decisions, particularly in the areas of finance, personnel, and curriculum.
- The financial information provided is sufficient for board members to make informed decisions.

When asked about agenda issues, board members said:

- They receive the agendas one week ahead of the monthly board meeting, and they think this is sufficient time to conduct any necessary research on specific issues.
- In addition, the superintendent uses a regular Friday "Board O Gram" to keep the board informed of weekly issues, concerns, and activities.

When asked to describe communications, media relations and visits to schools, board members said:

- Superintendent Smith has made major improvements in changing the image of PAISD.
- PAISD's relationship with the media is improving following a demonstration at the start of the 1997-98 school year in front of the local newspaper office.
- School visits are not discouraged by the current administration; most principals welcome board member visitations.
- They visit PAISD schools and local facilities at will.

When asked to describe PAISD's long-range goals and objectives for the 1997-98 school year and long-range improvement plan or strategic planning efforts, board members said:

- Increase student performance.
- Improve both instructional and administrative technology
- Strengthen efforts to serve Pre-K and Head Start students needs.
- Increase parental involvement.
- Make salaries more competitive.
- Improve recruitment efforts for minorities.
- Pass bond referendum in 1998.
- Strengthen curriculum and instruction.
- Improve facilities maintenance.

When asked to comment on training needs for the board and administrative staff, board members said:

- The board needs more training in:
  - how to communicate effectively,
  - how to evaluate TAAS scores, and
  - PAISD programs.
- The administration needs training in:
  - how to communicate effectively,
  - how to evaluate TAAS scores,
  - how to develop curriculum,
  - how to improve facilities, and
  - how to conduct staff evaluations.

When asked to define an ideal management structure for PAISD, board members said:

- The elementary and secondary education units should be combined.
- The instructional area is weak; supervisors are not focusing on aligning curriculum and assessment.
- PAISD has downsized; the current administrative structure is appropriate.
- The Facilities Maintenance Department is top-heavy and not effective.
- There may be too many secretaries in the central office.

When asked to identify specific issues for the performance review and general areas for improvement, board members said:

- PAISD is having trouble recruiting and retaining good teachers, especially minority members.
- The district should emphasize student performance.
- Several custodial services should be privatized (e.g. lawn maintenance).
- Schools are dirty.
- The transportation system is inefficient; not enough students on buses; could be privatized.
- Bus fleet is old—poor replacement plan.
- PAISD has too many contingency funds and too many amendments to budgets.
- Attendance at secondary schools is inadequate.
- Several teachers are not certified.
- Curriculum planning is poor—lack of curriculum continuum without linkage to testing.
- A better administrative evaluation system is needed.
- Purchasing system, fixed assets, and inventory control are a real problem; equipment is missing.
- A lot of directors have district cars.
- Maintenance workers are not supervised.
- The Gifted and Talented Program at the high school is not effective.
- Some schools need to be closed (e.g. Whetley School for special needs).

SUMMARY OF PAISD OPEN FORUM COMMENTS

The following are direct quotations from people who came to two town meetings held on two different evenings, one at Thomas Jefferson High School and the other at the City of Port Arthur Main Library. The purpose of the town meetings was to receive input from the entire community. The meetings were advertised in the local media. Individuals were encouraged to write their comments on flip charts that bore the titles and descriptions of the various functional areas under review. If they found a statement they agreed with, they were encouraged to place a check mark by the statement rather than rewrite the statement a second or third time. The numbers in parentheses following the statements indicate the number of check marks after each statement.

District Organization and Management (Chapter 2)

- "Why look to outside to manage this district?"
- "Need for central supervision over all schools in extra-curricular and athletic areas to ensure rules are followed and students are not recruited or exploited. Enforce transfer rules within attendance zones." (3)
- "All schools to operate on same page, elementary, middle, and secondary."
- "Modernize and streamline clerical and steno functions in administrative offices and school buildings." (3)
- "Schools do not reflect our community. Consolidate to heal our schools and our community. Three high schools all pull in separate directions - cutthroat politics on board - community and schools builds ill will." (2) NO
- "Schools need to have a plan. Check every six months to see if it is followed. Need a manager from this district who understands community and their own children report to PAISD."

School Management (Chapter 2)

- "Develop a plan unique to your school and stick to it." (2)
- "School personnel need to be more professional." (2)
- "Site-based decision-making needs to be really implemented."
- "Keep quality programs, get rid of rest, especially at elementary level."
- "Do AD/head coaches have more authority than principals?" (9)
- "Involve parents in decision making."
- "Bridge the language gap."
- "Need certified degreed teachers." (5)
- "Too many programs that are not needed such as PLUS."
- "More respect in the school. We need it in Lincoln High School."
- "Site-based needs to be brought up to standard, and focus on the educational standard. Principals need to be put on a plan and held responsible to carry out their plan." (2)
- "Principals need to have leadership and management skills; need to direct entire staff. Evaluations of teaching personnel need to include legitimate parent complaints." (2)

School Board (Chapter 2)

- "Look at total picture before making decisions." (3)
- "If you are split, this will not work." (2)

- "Parents should have more input when major decisions are being made." (4)
- "Board should identify and hand out procedural rules. Appears they are not using Robert's Rules."
- "Lack of leadership on the School Board." (5)
- "Why are certain groups always having meetings with the board and other groups are put on hold?"
- "This board cannot make a decision and stand behind it because of special interests groups."
- "Board needs to work harder at why children are not focused on education. Children don't place a value on education."
- "Board needs to hold accountable all personnel in PA. How can we hold children responsible if personnel are not responsible?"
- "Hiring practices need to be established and followed; qualifications, not who you know, should determine if you are hired."
- "Spend less time arguing over presidency."

Curriculum and Instruction (Chapter 3)

- "Port Arthur needs books for every student." (4)
- "More parent participation in the classroom." (3)
- "More actual ideas used when parents make suggestions, not just a parent rep for the sake of having a parent there." (3)
- "Special students need access to more programs." (2)
- "At-risk students need to be assessed quickly and efficiently so they can be helped sooner." (5)
- "Programs needed for students who are too low for resources classes but are not special education clients." (5)
- "Computers with Internet access in every classroom. Teachers must keep technologically advanced. (2) What does a teacher need Internet access for?" (2)
- "More respect in schools." (2)
- "Adopt Governor Bush's reading goal." (2)
- "Special children need up-to-date material."
- "Every child should have a chance to learn computer." (2)
- "Make education more exciting and real to students."
- "Distribution of non-Title I to non-Title I schools versus Title I schools needs to be evaluated. Non-Title I schools should not be penalized because parents can pay for their children's lunch. Equalize technology spending."

Personnel Management (Chapter 4)

- "Develop a classroom hour system for non-certified teachers."
- "Save money over two to three years. Offer incentive retirement package. (Districts do this to hire younger teacher at less salaries. Many Texas districts have already done this.)"
- "Need to hire younger personnel with new ideas." (2)
- "Too many administrative personnel. Money needs to be spent on instructional personnel." (5)
- "Need to hire personnel who care about each individual student." (2)
- "Other districts offer hiring bonuses to attract best and brightest."
- "What about multi-culture in school?"
- "Abusing the sick leave." (2)

- "Incentive for personnel with 120 sick days."
- "A nurse at every school all day every day."
- "Need to attract certified teachers who will stay in district." (5)
- "Need teachers and administrators who care about parental input." (3)
- "More professionalism." (3)
- "Teachers need to show more interest in school." (3)
- "Need background checks on personnel and bring to the PTA at each campus."

Community Involvement (Chapter 5)

- "Need more support from the community." (2)
- "Schools need to make community aware of what is going on and how they can help." (6)
- "PA will get community involvement when it involves the community; too many dollars leave PA."
- "Industry needs to be more involved in this community. In most cities, the evidence of prosperity is seen in the amount of dollars industry puts in the school district." (2)
- "Opportunities are available for community involvement. Communication is needed to let patrons know where help is needed."
- "Community needs to be informed on every decision our school leader intends to carry out. Not enough PTA meetings. PTA meetings are being held in homes, which shouldn't be."

Facilities Use and Management (Chapter 6)

- "Utilize Sims School as a special education unit. Additional alternative programs also."
- "Keep our community-based small schools." (3)
- "Lamar University/Woodrow Wilson."
- "Upgrade the gyms."
- "Replace roofs with metal, pitched roofs."
- "Lincoln School." (6)
- "Build a new high school." (4)
- "High school needs to be cleaned." (5)
- "Lincoln - new gym."
- "Woodrow Wilson - air conditioning should work always."
- "Manage maintenance personnel more efficiently." (4)
- "Schedule maintenance when students are not present."

Finances/Asset and Risk Management (Chapter 7, Chapter 8)

- "Cut athletic budgets; football stadium 1.3 million to repair."
- "Is amount of money in contingency fund a wise amount or too much?"
- "A secretary should never be paid more than a teacher - the teacher who has a degree and a masters degree." (4)
- "Where is the money being used?"
- "Money going to fix flooded gyms instead of knowledge material for our classroom like books that are up to standard, computers, teaching. Very quick to cite the schools for test scores when teacher can't even run off a sheet of paper."

- "Three percent increase for teachers' salaries."
- "Where is money for other programs like Internet and vocational programs?"

Food Service (Chapter 11)

- "Make better food, not burnt food, no insects in food."
- "More hot meals." (3)
- "More balanced meals that correspond with the ethnicity of the children. (Take out unhealthy snacks.)"
- "Need hot water in schools bathrooms." (2)
- "Variety of low- fat items could be offered for lunch."
- "All workers need health tests and class by health inspection office to learn proper way and time of handling of foods." (4)
- "Working equipment in kitchens."
- "Elementary students need more variety to choose from."
- "Prices should be lowered in the snack line in high schools. Five dollars can't buy nothing."

Transportation (Chapter 12)

- "Bus rules need to be enforced - video cameras." (3)
- "New buses long overdue."
- "Perform preventive maintenance on buses."
- "Buses should have school name on the side."
- "Stop pulling transportation support from the athletic program; transport athletes back and forth to games; buses for children in sports department." (3)

PORT ARTHUR

APPENDIX B
ADMINISTRATORS, PRINCIPALS, AND TEACHERS INTERVIEW GUIDE

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Appendix B

General Interview Guide

MANAGEMENT AND PERFORMANCE REVIEW OF THE PORT ARTHUR INDEPENDENT SCHOOL DISTRICT

Name: ______________________________ Title: ______________________________
(optional)

Ethnicity: ____________________________ Sex: ______________________________

Three key study objectives for our client - the State Comptroller's Office:

- Identify cost savings in district operations;
- Promote better education through improved efficiency; and
- Identify ways to improve management strategies.

1. Over the last three years, has the quality of public education at PAISD:

    _____ Improved
    _____ Gotten Worse
    _____ Stayed about the same

    What is the reason for your choice? ____

    ____

2. What key concerns do you have about PAISD, or what do you believe are the major issues facing PAISD that the consultant needs to be aware of?

    ____

    ____

    ____

    ____

    ____

3. What are some exemplary programs at PAISD, or what are some things that PAISD is doing well?

4. Our study will examine the following areas. Are you aware of specific issues or problems in these areas of district operations, or do you see opportunities for cost savings?

District Organization/Management and Board Governance

Educational Program/Student Performance/Categorical Programs

Planning/Budgeting and Financial Management

Facilities (new construction, condition of facilities, overcrowding, etc.)

School Bus Transportation

Personnel Management (hiring, minority recruitment, employee disciplinary action, etc.)

Community Involvement/Public Information Function

____

____

Management Information Systems (computers for operations and instruction)

____

____

Asset Management (cash mgmt, investments, insurance, etc.)

____

____

School Safety and Security

____

____

Food Service

____

____

Purchasing/Warehousing

____

____

5. What skills do you require of new hires in your business?

____

____

6. In your opinion, are students educated at PAISD developing these basic skills to successfully participate in the workplace (or prepare for college)? Is the PAISD curriculum and instruction appropriately focused to prepare students for the future?

____

____

7. What are the strengths of the superintendent and his top management staff?

____

____

Conversely, what are their weaknesses?

____

____

8. What are the strengths and weaknesses of the current board?

Strengths: ____

____

Weaknesses: ____

____

9. How is site-based decision making working at Port Arthur ISD?

____

____

10. What additional materials or support do teachers need (if any) to effectively perform their job?

____

____

11. What role can the business community (or community as a whole) have in improving public education in Port Arthur?

____

____

12. If you could be the board president or superintendent, and there was one thing you could do to improve the schools at PAISD, what would it be?

____

____

13. Is there anything else you would like to say or point out about PAISD that we haven't asked about?

PORT ARTHUR

APPENDIX C
SCHOOL BOARD MEMBER INTERVIEW GUIDE

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Appendix C

School Board Member Interview Guide

MANAGEMENT AND PERFORMANCE REVIEW OF THE PORT ARTHUR INDEPENDENT SCHOOL DISTRICT

Board Member Name: ______________________________ Since: ______________________________

MGT Interviewer: ______________________________ Date: ______________________________

---

1. Contrast the role of a board member with that of the superintendent.

____

____

____

2. In your opinion, are the superintendent and administrative staff performing their duties appropriately? If not, what suggestions do you have for improvement?

____

____

____

3. Is there evidence of mutual trust and support among board members and between board members and the superintendent?

____

____

____

4. Is there a consistent voting pattern on educational or management issues? If so, describe the pattern and identify any characteristic splits in voting.

____

____

____

5. Are administrative services adequately available to assist you to perform the role of board member (agenda, minutes, clerical assistance, legal assistance, financial data, general information, etc.)?

6. Are the background materials which the board receives from the administration to prepare for Board meetings adequate to make informed decisions? Are improvements needed?

7. What communications processes and procedures do you use for receiving information from within the school system?

8. What communications processes and procedures has the board established for receiving information from the general public? Do these differ from those used by the district administration?

9. Describe the relationship of the board with the local media (TV, radio, newspaper). Does this relationship differ for the superintendent and media? If so, how?

10. Have the district and board been open and honest in dealing with the media?

11. Is the media treating the district fairly?

12. Do you make visits to schools and other district facilities to observe programs in operation?

13. What are the long range goals that the Port Arthur ISD is pursuing?

14. What are the district's top three priority objectives for the 1997-98 year?

15. Does the district have a comprehensive long range improvement or strategic plan? Did the board participate in development of this plan?

16. In your opinion, in what areas does the administration need to receive in-service training? In what areas does the board require additional training?

17. Disregarding names and personalities of incumbents, what do you believe to be an ideal management structure for the school system?

18. Is the district's planning and budgeting system both efficient and effective? Provide a reason for your response.

19. Do the data and financial management systems provide board members with the kind of information needed for effective policy planning?

20. In your opinion, is the board getting the most cost-effective insurance programs for health, property, and disability coverage?

21. Do the district's purchasing processes and procedures yield quality materials, supplies, and equipment in the right quantity and in a timely and cost-efficient manner?

____

____

____

22. Is the district operated as efficiently and effectively as possible? If not, where do you think improvements can be made?

____

____

____

23. Please identify any issues that you feel are important for us to address as we conduct this management and performance review.

____

____

____

PORT ARTHUR

APPENDIX D
RESULTS OF THE ADMINISTRATOR SURVEY

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Appendix D

RESULTS OF THE ADMINISTRATOR SURVEY

Seventy-five percent of PAISD's administrators indicated that they were satisfied with their jobs. More than one-third of all administrators believe that the majority of administrative practices are highly effective and efficient. Overall, administrators rated PAISD's quality of public education as excellent or good and believe that the curriculum is broad and challenging.

When asked about the roles of teachers and parents in PAISD, more than 50 percent of administrators believe that teachers can overcome educational problems resulting from a student's home life. In addition, slightly less than half (48 percent) of administrators indicated that parents take responsibility for their children's behavior while in school.

Forty-eight (48) of PAISD's administrators completed and returned surveys. The sample of administrators was 72 percent female and 27 percent male. The ethnic background of the sample respondents was 55 percent White, 40 percent African-American, and 4 percent Hispanic. Slightly more than 27 percent of the survey sample had been in their current position at PAISD for one to three years; 10 percent for four to five years; 29 percent for six to 10 years; 17 percent for 11 to 16 years; and 15 percent for more than 16 years.

Slightly less than 15 percent of responding administrators had worked within PAISD in some capacity for less than six years. None had worked in the PAISD for six to 10 years, while 15 percent had worked in the district for 11 to 15 years. More than one-half of PAISD administrators had worked there more than 15 years, including 55 percent who had worked more than 20 years in the district.

Parts A, B and C of the survey consisted primarily of multiple-choice items to solicit opinions about a variety of district management and performance issues. Parts D, E, F, G, and H covered the subjects of work environment, job satisfaction, administrative structures/practice, district operations and general questions, respectively. The survey items can be categorized into the following broad areas, each of which will be summarized separately.

- district-related responses
- school/school administrator-related responses
- teacher-related responses
- student-related responses
- parent/community-related responses
- work environment-related responses
- job satisfaction-related responses
- administrative structures and practices
- PAISD operations-related responses
- general question responses

District-Related Responses

Seventy-one percent of responding administrators rated the overall quality of PAISD's public education as *good* or *excellent*. More than 60 percent indicated that the overall quality of education in the PAISD is improving.

When asked to grade district-level administrators, 65 percent of the administrators gave them *A* or *B* grades, 23 percent gave *C* grades, 11 percent gave *D* grades, and 2 percent gave *F* grades.

More than three-fourths of administrators said they *agree* or *strongly agree* that the emphasis on learning in the PAISD has increased in recent years. Similarly, more than 70 percent said they *agree* or *strongly agree* that PAISD schools can be described as *good places to learn*. Administrators were not as certain that taxpayer dollars are used wisely to support public education in PAISD; only 54 percent indicated *agree* or *strongly agree*.

In the area of facilities, 47 percent of administrators indicated that space and facilities are sufficient. For student services, 70 percent indicated that sufficient opportunities for students are provided in counseling, health services, speech therapy and other student services; 23 percent disagreed.

When asked about safety, more than one-half of the administrators felt PAISD schools are safe and secure from crime; two percent were undecided and 21 percent disagreed. Thirty-five percent of administrators indicated that PAISD schools handle behavior problems effectively.

Administrators were asked to indicate their opinion about staff development opportunities for teachers and administrators. A majority (73 percent) responded that teacher's opportunities are *good,* while 67 percent felt administrator opportunities are also *good* or *excellent*.

Three items on the survey instrument addressed the knowledge of board members and the board's work in setting policy for PAISD. More than half of the administrators perceived the board members' knowledge of students' educational needs as *fair* or *poor*; 39 percent described it as *good or excellent*. Similarly, 50 percent felt board members have *fair* or *poor* knowledge of operations in the PAISD; 44 percent rated their knowledge as *good*. Slightly less than half of the administrators indicated that the board members' work at setting or revising policies is *good* or *excellent*; 48 percent rated their work as *fair* or *poor*.

Slightly more than 60 percent of the administrators who responded to the survey called the superintendent's work as PAISD instructional leader *good* or *excellent*; nearly 70 percent indicated that his work as chief administrator of the district is either *good* or *excellent*.

More than 61 percent of responding administrators said site-based management has been implemented effectively in the Port Arthur ISD, and approximately 56 percent rated the district's use of technology for administrative purposes as *good* or *excellent*.

School/School Administrator-Related Responses

When asked to give PAISD school administrators a grade, 75 percent of responding administrators gave them an *A* or a *B*. Almost 70 percent said they either *agree* or *strongly agree* that there is administrative support for controlling student behavior, and 67 percent felt that materials and supplies necessary for instruction are available. More than 85 percent said they either *agree* or *strongly agree* that both administrators and assistant administrators care about students' needs.

Most (71 percent) administrator respondents rated PAISD principals as *good* or *excellent* instructional leaders. Similarly, when asked to rate principals' work as managers of their staff and teachers, 77 percent rated them as *excellent* or *good*.

Administrators were asked to rate the condition in which PAISD schools are kept. More than 65 percent responded *excellent* or *good*, and 23 percent indicated that schools are kept in *fair* condition.

Teacher-Related Responses

When asked to grade PAISD teachers in general, 73 percent of administrators gave the teachers an *A* or *B*. When asked to rate PAISD teachers' work in meeting individual learning needs, 6 percent indicated *excellent*, 52 percent said *good* and 27 percent responded *fair*. Teachers' work in communicating with parents was rated as *good* or *excellent* by 56 percent of the administrators, while 35 percent rated the teachers as *fair* or *poor* in this area.

Most administrators (69 percent) indicated they *disagree* or *strongly disagree* with the statement, "There is little a teacher can do to overcome education problems due to a student's home life." Most (73 percent) agreed that teachers know the material they teach, and slightly less than 70 percent agreed that teachers care about students' needs. Almost 70 percent agreed that teachers expect students to do their very best.

Finally, administrators were asked to rate teachers in terms of their attitudes about their jobs. Slightly less than half said teacher attitudes are *good* or *excellent*, while 29 percent indicated that teacher attitudes are *fair*. Nineteen percent of administrators stated that teacher attitudes were poor.

Student-Related Responses

Almost 70 percent of the administrators said they either *strongly agree* or *agree* that PAISD students are motivated to learn, and nearly 62 percent felt that lessons are organized to meet students' needs. Nearly 70 percent of the administrators also indicated the curriculum is broad and challenging for most students.

Close to 75 percent rated PAISD students' ability to learn as *good* or *excellent*. Administrators were also asked to rate the amount of time students spend learning in the classroom. In response, 75 percent rated classroom learning time as *good* or *excellent* and 6 percent indicated it is *fair*. Nineteen percent returned responses of *Don't Know*.

Administrators were asked to rate the district's job of providing adequate instructional technology. Slightly more than 55 percent believed it is *excellent* or *good*.

Parent/Community-Related Responses

Slightly fewer than half (48 percent) of administrators felt that parents take responsibility for their children's behavior while in school. About 38 percent believed PAISD parents are satisfied with the education their children are receiving, while another 17 percent of the administrators were undecided. About 38 percent of administrators believed parents play an active role in decision-making in their school. More than 50 percent of the respondents said they *agree* or *strongly agree* with the statement, "Most parents really don't seem to know what goes on in our schools"; 27 percent said they *disagree* or *strongly disagree* with the statement.

Slightly more than one-quarter (27 percent) of the administrators characterized parents' participation in school activities as *good* or *excellent*, while approximately 67 percent described it as *fair* or *poor*. Nearly one-half of the administrators believed that test results are explained well to parents; 40 percent believed these explanations are *fair* or *poor*. Approximately one-fourth of administrators rated parents' efforts *good* or *excellent* in helping their children to do better in school; less than 60 percent rated these efforts as *fair* or *poor*.

A majority (58 percent) of administrators believed the PAISD community really cares about its children's education, while 6 percent were undecided. Finally, administrators were asked to rate how well relations are maintained with various groups in the community; 46 percent responded *good*, 10 percent responded *excellent*, and 29 percent responded *fair*. Less than 5 percent described relations as *poor*.

Work Environment-Related Responses

Concerning the work environment, about 65 percent of administrators reported finding the PAISD an exciting, challenging place to work. A slightly lower percentage (54 percent) reported that PAISD's work standards and expectations are equal to or above those of most other school districts. Likewise, more than 55 percent reported that PAISD officials enforce high work standards, and approximately 61 percent felt that PAISD teachers enforce high learning standards for students.

Also concerning work standards, only 17 percent of responding administrators agreed that teachers who fail to meet the expected standards are disciplined. Similarly, 30 percent felt that staff are disciplined for not meeting standards. Less than 30 percent agreed that the failure of PAISD officials to enforce high work standards results in poor quality work. Similarly, less than 30 percent of administrators reported having often observed other teachers and/or staff socializing rather than working.

On the subject of workload, less than 15 percent agreed that no one knows or cares the amount or quality of work that they perform. Approximately 29 percent of responding administrators felt that workloads are equitably distributed among teachers and among staff members, while 25 percent felt that the workload, in general, is evenly distributed. A significant majority (69 percent) reported that they have adequate facilities in which to conduct their work, and 57 percent reported having adequate equipment and computer support. More than 83 percent felt that they have the authority to adequately perform their job responsibilities.

Concerning promotions, less than 5 percent of administrators agreed that *teacher* promotions and pay increases are based upon individual performance, and less than 15 percent agreed that *staff* promotions and pay increases are based upon individual productivity. Despite this, 46 percent of the surveyed administrators felt that PAISD teachers and administrators have excellent working relationships.

Job Satisfaction-Related Responses

When surveyed about job satisfaction, 75 percent of administrators said they are satisfied with their job in the PAISD, and 77 percent said they plan to make a career in the district. More than 80 percent responded negatively when asked if they are actively looking for a job outside the PAISD, and 77 percent disagreed with the idea that there is no future for them in the district. In apparent contradiction, however, almost one-half (48 percent) of polled administrators indicated that PAISD's salary levels are not competitive with those in other school districts.

When questioned further on the subject of job satisfaction, administrators gave additional positive responses. Almost all (94 percent) of the administrators stated that they enjoy working in a culturally diverse environment, while a slightly smaller proportion (81 percent) felt that their work is appreciated by their supervisor. A large majority (66 percent) also indicated they feel they are an integral part of the PAISD team.

Administrative Structure and Practices

Concerning administrative structure and practices, more than 40 percent of administrators reported that most administrative *practices* in the PAISD are highly effective and efficient, while 61 percent said that most district administrative *processes* are highly efficient and responsive. Almost 30 percent (29 percent) agreed that administrative decisions are made quickly and decisively with 38 percent in disagreement. About half of respondents indicated that major bottlenecks exist in many administrative processes, while 25 percent neither agreed nor disagreed. Finally, only 17 percent felt that the district has too many layers of administrators.

When queried concerning committees in the district, approximately 24 percent agree or strongly agree that the PAISD has too many, while 31 percent indicated they *disagree* or *strongly disagree*. Administrators appeared more positive when more than 50 percent said that the extensive committee structure in the PAISD ensures adequate input from teachers and staff on most important decisions.

PAISD Operations-Related Responses

For these questions, administrators were given a list of 24 district programs or functions and asked to rate them with one of the following descriptors*: Should Be Eliminated, Needs Major Improvement, Needs Some Improvement, Adequate* or *Outstanding*. The PAISD administrators gave no *should be eliminated* responses for 20 of the 24 district functions.

Relatively higher percentages of administrators responded *needs major improvement* for the following programs and functions: personnel recruitment (35 percent), personnel selection (35 percent) and instructional technology (38 percent). In addition to those just listed, more than 20 percent of administrators responded *needs major improvement* for pupil accounting, strategic planning, facilities planning, building maintenance, and custodial services.

On a more positive note, large percentages of respondents indicated that the following functions are *adequate*: pupil transportation (50 percent) purchasing (44 percent) community relations (44 percent). Financial management/accounting, food services, instructional support, program evaluation, data processing, law enforcement/security, building maintenance, custodial services, risk management, federal program coordination, and staff development all received more than 30 percent adequate responses.

Finally, data processing was held out by administrators as the least familiar district function. More than 23 percent of respondents indicated *don't know*, rather than give a rating.

General Question Responses

The overall operation of the PAISD was rated as:

- *highly efficient* by four percent of the administrators
- *above average in efficiency* by 60 percent of the administrators
- *less efficient than most other school districts* by 28 percent of the administrators

When asked how the operational efficiency of PAISD could be improved, administrators gave the following responses:

Privatize some support services	46%
Join with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	17%
Take advantage of more regional services	44%
Offer fewer programs	27%
Reduce the number of facilities operated by the district	56%
Reduce the number of administrators	19%
Reduce the number of support staff	17%
Increase some class sizes	25%
Increase teacher workload	6%

Exhibit D-1
Performance Audit Of The Port Arthur Independent School District Administrator Survey Results
(n=48)

PART A:

1. I think the overall quality of public education in the PAISD is:

Excellent	4.2%
Good	66.7
Fair	22.9
Poor	6.3

2. I think the overall quality of education in PAISD is:

Improving	60.4%
Staying the Same	31.3
Getting Worse	6.3
Don't Know	2.1

Students are often given the grades A, B, C, D, and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in the PAISD?

A	8.3%
B	64.6
C	22.9
D	2.1
F	0.0
Don't Know	2.1

4. In general, what grade would you give the school-level administrators in PAISD?

A	14.6%
B	60.4
C	18.8
D	0.0
F	4.2
Don't Know	2.1

5. In general, what grade would you give the district-level administrators in the Port Arthur ISD?

A	10.4%
B	54.2
C	22.9
D	10.6
F	2.1

6. In what type of school (or district office) do you work this year?

Elementary School	29.8%
Junior High/Middle School	18.8
High School	22.9
District Office	31.3
Other	6.3

7. I am a:

Female	72.4%
Male	27.1

8. Are you a district administrator?

Yes	72.7%
No	27.3

9. How long have you been in your current position in the PAISD?

1-3 years	27.1%
4-5	10.4
6-10	29.2
11-16	16.8
More than 16 years	14.7

10. What is your race/ethnic group?

White	55.3%
Hispanic	4.3
African American	40.4

11. How long have you worked in the PAISD?

1-5 years	14.7%
6-10	0.0
11-15	14.7
16-20	12.6
More than 20	54.6

PART B:

STATEMENT	CATEGORY (SEE LEGEND)*					
	SA	A	N	D	SD	DK
1. The emphasis on learning in the PAISD has increased in recent years.	31.3%	45.8%	10.4%	6.3%	4.2%	2.1%
2. PAISD schools are safe and secure from crime.	4.2	54.2	18.8	18.8	2.1	2.1
3. Our schools do not effectively handle misbehavior problems.	8.3	33.3	16.7	25.0	10.4	6.2
4. Our schools have sufficient space and facilities to support the instructional programs.	19.1	27.7	4.3	42.6	2.1	4.3
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	4.2	12.5	10.4	37.5	29.2	6.3
6. Our schools can be described as "good places to learn."	8.3	64.6	10.4	12.5	2.1	2.1
7. There is administrative support for controlling student behavior in our schools.	18.8	50.0	10.4	12.5	6.3	2.1
8. Most students in our schools are motivated to learn.	8.3	59.2	12.5	20.8	2.1	2.1
9. Lessons are organized to meet students' needs.	6.7	55.6	8.9	15.6	13.3	0.0
10. The curriculum is broad and challenging for most students.	8.3	60.4	6.3	12.5	2.1	10.4
11. There is little a teacher can do to overcome education problems due to a student's home life.	6.3	18.8	0.0	43.8	25.0	6.3
12. Teachers in our schools know the material they teach.	6.3	66.7	10.4	12.5	0.0	4.2
13. Teachers in our schools care about students' needs.	10.4	58.3	14.6	12.5	0.0	4.2
14. Teachers expect students to do their very best.	18.8	50.0	12.5	12.5	0.0	6.3

BEST COPY AVAILABLE

15. Principals and assistant administrators in our schools care about students' needs.	22.9	62.5	4.2	6.3	0.0	4.2
16. In general, parents do not take responsibility for their children's behavior in our schools.	10.4	22.9	12.5	43.8	4.2	6.3
17. Parents in this district are satisfied with the education their children are receiving.	4.3	34.0	25.5	19.1	0.0	17.0
18. Most parents really don't seem to know what goes on in our schools.	4.2	47.9	12.5	25.0	2.1	8.3
19. Parents play an active role in decision-making in my school.	2.1	35.4	18.8	16.7	8.3	18.8
20. This community really cares about its children's education.	10.4	47.9	20.8	14.6	0.0	6.3
21. Taxpayer dollars are being used wisely to support public education in the PAISD.	8.2	45.8	18.8	16.7	4.2	6.3
22. Sufficient student services are provided in the PAISD (e.g., counseling, speech therapy, health).	22.1	47.9	10.4	12.5	2.1	0.0
23. Site-based management has been implemented effectively in the PAISD.	17.0	44.7	12.8	12.8	10.6	2.1

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know.

PART C:

STATEMENT	CATEGORY (SEE LEGEND)*				
	E	G	F	P	DK
1. School board members' knowledge of the educational needs of students in the PAISD.	6.3%	32.5%	41.7%	12.5%	2.1%
2. School board members' knowledge of operations in the PAISD.	6.3	43.8	39.6	10.4	0.0
3. School board members' work at setting or revising policies for the PAISD.	8.3	41.7	29.2	13.8	2.1
4. The district school superintendent's work as the instructional leader of the PAISD.	29.2	33.3	27.1	4.2	6.3
5. The district school superintendent's work as the chief administrator (manager) of the PAISD.	29.2	39.6	16.7	8.3	6.3
6. Principal's work as the instructional leaders of their schools.	16.7	54.2	18.8	6.3	4.2
7. Principal's work as the managers of the staff and teachers.	22.9	54.2	18.8	2.1	2.1
8. Teachers' work in meeting students' individual learning needs.	6.3	52.1	27.1	8.3	6.3
9. Teachers' work in communicating with parents.	6.3	50.0	22.1	12.5	8.3
10. Teachers' attitudes about their jobs.	4.2	43.8	29.2	18.8	4.2
11. Students' ability to learn.	8.3	64.6	18.8	4.2	4.2
12. The amount of time students spend on task learning in the classroom.	56.3	18.8	6.3	0.0	18.8
13. Parents' efforts in helping their children to do better in school.	0.0	27.1	41.7	16.7	14.6
14. Parents' participation in school activities and organizations.	0.0	27.1	37.5	29.2	6.3
15. How well students' test results are explained to parents.	4.2	39.6	31.3	8.3	16.7
16. The condition in which the PAISD schools are kept.	8.3	58.3	22.9	0.0	0.0
17. How well relations are maintained with various groups in the community.	10.4	45.8	29.2	4.2	10.4
18. The opportunities provided by the district to improve the skills of teachers.	33.3	39.6	16.7	6.3	4.2
19. The opportunity provided by the district to improve the skills of school administrators.	27.1	39.6	18.8	10.4	4.2
20. The district's job of providing adequate instructional technology.	10.4	45.8	29.2	12.5	2.1
21. The district's use of technology for administrative purposes.	14.6	37.5	35.4	8.3	4.2

Legend:
*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know.

PART D: Work Environment.

STATEMENT	SA	A	N	D	SD	DK
1. I find the PAISD to be an exciting, challenging place to work.	27.1 %	37.5 %	22.9 %	6.3 %	4.2 %	2.1 %
2. The work standards and expectations in the PAISD are equal to or above those of most other school districts.	18.8	35.4	20.8	16.7	2.1	6.3
3. PAISD officials enforce high work standards.	14.9	40.4	19.1	21.3	4.3	0.0
4. Most PAISD teachers enforce high student learning standards.	6.3	54.2	14.6	14.6	4.2	6.3
5. PAISD teachers and administrators have excellent working relationships.	10.4	35.4	31.3	16.7	4.2	2.1
6. Teachers who do not meet expected work standards are disciplined.	2.1	14.6	27.1	27.1	14.6	14.6
7. Staff who do not meet expected work standards are disciplined.	0.0	29.8	29.8	25.5	6.4	8.5
8. Teacher promotions and pay increases are based upon individual performance.	0.0	4.2	18.8	22.9	37.5	16.7
9. Staff promotions and pay increases are based upon individual productivity.	0.0	14.6	20.8	22.9	27.1	14.6
10. I feel that I have the authority to adequately perform my job responsibilities.	31.3	52.1	2.1	6.3	8.3	0.0
11. I have adequate facilities in which to conduct my work.	18.8	50.0	12.5	14.6	4.2	0.0
12. I have adequate equipment and computer support to conduct my work.	14.6	43.8	16.7	16.7	8.3	0.0
13. The workloads are equitably distributed among teachers and among staff members.	4.2	25.0	27.1	20.8	14.6	8.3
14. No one knows or cares about the amount or quality of work that I perform.	8.3	6.3	16.7	39.6	29.2	5.3
15. Workload is evenly distributed.	4.2	20.8	29.2	29.2	14.6	2.1
16. The failure of PAISD officials to enforce high work standards results in poor quality work.	6.3	18.8	33.3	31.3	8.3	2.1
17. I often observe other teachers and/or staff socializing rather than working while on the job.	8.3	18.8	25.0	31.3	14.6	2.1

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know.

PART E: Job Satisfaction.

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in the PAISD.	29.2	45.8	4.2	14.6	4.2	2.1
2. I plan to make a career in the PAISD.	52.1	25.0	12.5	6.3	2.1	2.1
3. I am actively looking for a job outside of the PAISD.	2.1	6.3	4.2	31.3	52.1	4.2
4. Salary levels in the PAISD are competitive.	4.2	31.3	12.5	25.0	22.9	4.2
5. I feel that my work is appreciated by my supervisor(s).	23.4	57.4	10.6	2.1	6.4	0.0
6. I feel that I am an integral part of the PAISD team.	22.9	43.8	16.7	8.3	4.2	4.2
7. I feel that there is no future for me in the PAISD.	4.2	6.3	12.5	35.4	41.7	0.0
8. My salary level is adequate for my level of work and experience.	8.3	29.2	14.6	18.8	27.1	2.1
9. I enjoy working in a culturally diverse environment.	54.2	39.6	4.2	0.0	0.0	2.1

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know.

PART F: Administrative Structure and Practices

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in the PAISD are highly effective and efficient.	8.3%	33.3%	37.5%	16.7%	4.2%	0.0%
2. Administrative decisions are made quickly and decisively.	2.1	27.7	29.8	27.7	10.6	2.1
3. PAISD administrators are easily accessible and open to input.	16.7	41.7	29.2	8.3	4.2	0.0
4. Authority for administrative decisions is delegated to the lowest possible level.	2.1	18.8	27.1	27.1	4.2	16.7
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	4.3	46.8	23.4	14.9	6.4	4.3
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	12.5	37.5	25.0	14.6	2.1	8.3
7. The extensive committee structure in the PAISD ensures adequate input from teachers and staff on most important decisions.	8.3	43.8	22.9	16.7	6.3	2.1
8. The PAISD has too many committees.	4.2	18.8	35.4	25.0	6.3	10.4
9. The PAISD has too many layers of administrators.	8.3	8.3	35.4	31.3	14.6	2.1
10. Most PAISD administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	16.7	43.8	14.6	16.7	4.2	4.2

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know.

PART G: PAISD Operations.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting	0.0%	14.6%	58.3%	20.8%	0.0%	6.3%
b. Strategic planning	0.0	20.8	41.7	27.1	2.1	8.3
c. Curriculum planning	0.0	16.7	35.4	18.8	18.8	10.4
d. Financial management and accounting	0.0	15.2	37.0	37.0	4.3	6.5
e. Community relations	0.0	18.8	33.3	43.8	4.2	0.0
f. Program evaluation, research and assessment	0.0	18.8	35.4	35.4	0.0	10.4
g. Instructional technology	0.0	37.5	29.2	27.1	6.3	0.0
h. Pupil accounting	0.0	25.0	41.7	20.8	6.3	6.3
i. Instructional coordination/ supervision	6.3	12.5	31.3	39.6	8.3	2.1
j. Instructional support	2.1	14.9	34.0	36.2	4.3	8.5
k. Federal program (e.g., Chapter I, Special Education) coordination	0.0	14.6	27.1	33.3	12.5	12.5
l. Personnel recruitment	0.0	35.4	27.1	22.9	4.2	10.4
m. Personnel selection	0.0	35.4	37.5	18.8	4.2	4.2
n. Personnel evaluation	0.0	18.8	41.7	25.0	4.2	10.4
o. Staff development	5.3	16.7	27.1	38.4	14.6	6.3
p. Data processing	0.0	12.8	23.4	31.9	8.5	23.4
q. Purchasing	0.0	8.3	22.9	43.8	6.3	18.8
r. Law enforcement/ security	0.0	16.7	29.2	35.4	2.1	16.7
s. Building maintenance	0.0	27.1	31.3	31.3	4.2	6.3
t. Facilities planning	0.0	23.9	34.8	23.9	4.3	13.0

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
u. Pupil transportation	0.0	10.4	20.8	50.0	8.3	10.4
v. Food service	0.0	8.5	34.0	40.4	8.5	8.5
w. Custodial service	0.0	22.9	35.4	37.5	4.2	0.0
x. Risk management	2.1	6.3	29.2	37.5	4.2	20.8

PART H: General Questions.

1. The overall operation of the PAISD is:

Highly efficient	4.3%
Above average in efficiency	59.6
Less efficient than most other school districts	27.7
Don't know	8.5

2. The operational efficiency of the PAISD could be improved by:

Privatizing some support services	45.8%
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	16.7
Reducing the number of administrators	18.8
Taking advantage of more regional services	43.8
Offering fewer programs	27.1
Reducing the number of support staff	16.7
Reducing the number of facilities operated by the district	56.3
Increasing some class sizes	25.0
Increasing teacher workload	6.3
Other	18.8

BEST COPY AVAILABLE

PORT ARTHUR

APPENDIX E
RESULTS OF THE PRINCIPAL SURVEY

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

RESULTS OF THE PRINCIPAL SURVEY

Twenty PAISD principals completed and returned TSPR's surveys. The respondent sample was 26 percent female and 74 percent male. The ethnicity of the sample was 53 percent White and 47 percent African-American. Thirty-three percent of the survey sample had been in their current position in PAISD for one to three years, 11 percent for four to five years, 39 percent for six to 10 years, 17 percent for 11 to 16 years and none for more than 16 years.

Ninety percent of the principals indicated that they were satisfied with their jobs. More than two-thirds of principals believe that most administrative practices are *highly effective* and *efficient*. Overall, principals rated the quality of public education in PAISD as *excellent* or *good* and believe that the curriculum is broad and challenging.

When asked about the roles of teachers and parents in PAISD, almost 70 percent of principals believe that teachers can overcome educational problems resulting from a student's home life. In addition, half of the principals feel that parents take responsibility for their children's behavior while in school.

Six percent of principals surveyed had worked within PAISD in some capacity for less than six years. Eleven percent of the responding principals reported having worked in PAISD for six to 10 years, and 11 percent had worked in the district for 11 to 15 years. Seventy-three percent of PAISD principals had worked there more than 15 years, including 45 percent who had worked more than 20 years in the district.

Parts A, B, and C of the survey consisted primarily of multiple-choice items to solicit opinions about a variety of district management and performance issues. Parts D, E, F, G, and H covered the subjects of work environment, job satisfaction, administrative structures/practice, district operations and general questions, respectively. The survey items can be categorized into the following broad areas, each of which will be summarized separately.

- district-related responses
- school/school administrator-related responses
- teacher-related responses
- student-related responses
- parent/community-related responses
- work environment-related responses
- job satisfaction-related responses
- administrative structures/practices
- PAISD operations-related responses
- general question responses

District-Related Responses

Eighty percent of responding principals rated the overall quality of public education in PAISD as *good* or *excellent*. More than 70 percent of the principals indicated that the overall quality of education in PAISD is improving.

When asked to grade district-level administrators, 85 percent of the principals gave them *A* or *B* grades, 10 percent gave *C* grades, 5 percent gave *D* grades, and none gave *F* grades.

Ninety percent of responding principals said they *agree* or *strongly agree* that the emphasis on learning in PAISD has increased in recent years, with the remaining 10 percent submitting a neutral response. Similarly, 90 percent said they *agree* or *strongly agree* that PAISD schools can be described as *good places to learn*. Principals were not as definite that taxpayer dollars are being used wisely to support public education in PAISD; 65 percent indicated *agree* or *strongly agree*, while 15 percent were undecided.

In the area of facilities, 40 percent of principals indicated that space and facilities are sufficient. In the area of student services, 55 percent indicated that sufficient opportunities for students are provided in counseling, health services, speech therapy, and other student services; 30 percent disagreed.

When asked about safety, nearly three-fourths of the principals felt PAISD schools are safe and secure from crime; 11 percent were undecided and 16 percent disagreed. Nearly 90 percent of principals indicated that PAISD schools handle behavior problems effectively.

Principals were asked to indicate their opinion about staff development opportunities for teachers and administrators. A large majority (85 percent) responded that teacher's opportunities are *good*, while 80 percent felt administrator opportunities are also *good*.

Three items on the survey instrument addressed the knowledge of board members and the board's work at setting policy in PAISD. About half of the principals perceived the board members' knowledge of students' educational needs as *fair* or *poor*; 40 percent described it as *good*. Similarly, 50 percent felt board members have *fair* or *poor* knowledge of operations in PAISD; 45 percent rated their knowledge as *good*. Slightly less than one-half indicated that the board members' work at setting or revising policies is *good*; 55 percent rated their work as *fair* or *poor*.

Almost 65 percent of the principals who responded to the survey called the superintendent's work as PAISD instructional leader *good* or *excellent*, and nearly 65 percent rated his work as chief administrator of the district as either *good* or *excellent*.

Seventy-five percent of responding principals said site-based management has been implemented effectively in PAISD, and about 40 percent rated the district's use of technology for administrative purposes as *good* or *excellent*.

School/School Administrator-Related Responses

When asked to give PAISD school administrators a grade, 95 percent of responding principals gave them an *A* or a *B*. Almost 90 percent said they either *agree* or *strongly agree* that there is administrative support for controlling student behavior, and 85 percent felt that materials and supplies necessary for instruction are available. More than 95 percent said they either *agree* or *strongly agree* that both principals and assistant principals care about students' needs.

Almost all (90 percent) principal respondents rated PAISD principals as *good* or *excellent* instructional leaders. When asked to rate principals' work as managers of their staff and teachers, 85 percent rated them as *excellent* or *good*.

Principals were asked to rate the condition in which PAISD schools are kept. Seventy percent responded *excellent* or *good*, and 20 percent indicated that schools are kept in *fair* condition. Five percent indicated that the condition of the schools is *poor*.

Teacher-Related Responses

When asked to grade PAISD teachers in general, 85 percent of principals gave the teachers an *A* or *B*. When asked to rate PAISD teachers' work in meeting individual learning needs, 15 percent indicated *excellent*, 45 percent responded *good* and 30 percent said *fair*. Teachers' work in communicating with parents was rated as *good* or *excellent* by 70 percent of the principals; 30 percent rated the teachers as *fair* or *poor* in this area.

Most principals (69 percent) indicated they *disagree* or *strongly disagree* with the statement, "There is little a teacher can do to overcome education problems due to a student's home life." A large majority (95 percent) agreed that teachers know the material they teach, and slightly less than 80 percent agreed that teachers care about students' needs. Seventy-five percent agreed that teachers expect students to do their very best.

Finally, principals were asked to rate teachers in terms of their attitudes about their jobs. Sixty percent stated that teacher attitudes are *good* or *excellent*, while 40 percent also stated that teacher attitudes about their jobs were *fair* or *poor*.

Student-Related Responses

Sixty percent of the principals said they either *strongly agree* or *agree* that PAISD students are motivated to learn, and 95 percent felt that lessons are organized to meet students' needs. More than 85 percent of the principals also indicated the curriculum is broad and challenging for most students.

Only 30 percent rated PAISD students' ability to learn as *good*. Principals also were asked to rate the amount of time students spend learning in the classroom. In response, 75 percent rated classroom learning time as *good* and 20 percent put it at *fair*.

Principals were asked to rate the district's job of providing adequate instructional technology. Forty-five (45) percent rated it as *excellent* or *good*.

Parent/Community-Related Responses

Half of the responding principals felt that parents take responsibility for their children's behavior while in school. About 60 percent believed PAISD parents are satisfied with the education their children are receiving, and another 20 percent of the principals were undecided. About 60 percent of principals believed parents play an active role in decision-making in their school. Thirty-five percent of the respondents said they *agree* with the statement, "Most parents really don't seem to know what goes on in our schools"; 56 percent said they *disagree* or *strongly disagree* with the statement.

Almost one-third (30 percent) of the principals characterized parents' participation in school activities as *good*, while 70 percent described it as *fair* or *poor*. Nearly one-half of the principals believed that test results are well-explained to parents; 50 percent believed these explanations are *fair* or *poor*. Slightly less than one-third of principals rated parents' efforts *good* or *excellent* in helping their children to do better in school; 70 percent rated these efforts as *fair* or *poor*.

A significant majority (60 percent) of principals believed PAISD community really cares about its children's education and 25 percent were undecided. Finally, principals were asked to rate how well relations are maintained with various groups in the community; 65 percent responded *good*, 5 percent *excellent*, and 30 percent *fair*. None of the respondents described relations as *poor*.

Work Environment-Related Responses

Concerning the work environment, 95 percent of principals reported finding PAISD an exciting, challenging place to work. A slightly lower percentage (90) reported that the work standards and expectations in PAISD are equal to or above those of most other school districts. Likewise, more than 80 percent reported that PAISD officials enforce high work standards, and approximately 75 percent felt that PAISD teachers enforce high learning standards for students.

Twenty-five percent of responding principals agreed that teachers who fail to meet the expected standards are disciplined. On the other hand, 60 percent felt that staff are disciplined for not meeting standards. Less than 30 percent agreed that the failure of PAISD officials to enforce high work standards results in poor quality work. Thirty percent of principals reported having often observed other teachers and/or staff socializing rather than working.

On the subject of workload, less than 15 percent agreed that no one knows or cares the amount or quality of work that they perform. About 65 percent of responding principals felt that workloads are equitably distributed among teachers and among staff members, while slightly more than 25 percent felt that the workload, in general, is unevenly distributed. A significant majority (75 percent) reported that they have adequate facilities in which to conduct their work, while 65 percent reported having adequate equipment and computer support. More than 75 percent felt that they have the authority to adequately perform their job responsibilities.

Concerning promotions, just 2 percent of principals agreed that *teacher* promotions and pay increases are based upon individual performance, while 16 percent agreed that *staff* promotions and pay increases are based upon individual productivity. Despite this, 60 percent of the surveyed principals felt that PAISD teachers and administrators have excellent working relationships.

Job Satisfaction-Related Responses

When surveyed about job satisfaction, 90 percent of principals said they are satisfied with their job in PAISD, and 90 percent said they plan to make a career in the district. More than 80 percent responded negatively when asked if they are actively looking for a job outside PAISD, and 80 percent disagreed with the idea that there is no future for them in the district. Conversely, almost one-half (47 percent) of polled principals indicated that salary levels in PAISD are competitive with other school districts.

When questioned further on the subject of job satisfaction, principals gave additional positive responses. All principals stated that they enjoy working in a culturally diverse environment, while a somewhat smaller proportion (75 percent) felt that their work is appreciated by their supervisor. A large majority (80 percent) also indicated they feel they are an integral part of PAISD team.

Administrative Structure and Practices

Concerning administrative structure and practices, about two-thirds of principals reported that most administrative *practices* in PAISD are highly effective and efficient, and 65 percent said that most district administrative *processes* are highly efficient and responsive. Slightly more than half (55 percent) agreed that administrative decisions are made quickly and decisively, with 35 percent undecided. Less than 20 percent of respondents indicated that major bottlenecks exist in many administrative processes, while 30 percent neither agreed nor disagreed. Finally, only 5 percent felt that the district has too many layers of administrators.

When queried concerning committees in the district, about 30 percent of the principals agree or strongly agree that PAISD has too many, while 60 percent indicated they *disagree* or *strongly disagree*. Principals appeared more positive when 80 percent said that the extensive committee structure in PAISD ensures adequate input from teachers and staff on most important decisions.

PAISD Operations-Related Responses

For these questions, principals were given a list of 24 district programs or functions and asked to rate them with one of the following descriptors: *Should Be Eliminated, Needs Major Improvement, Needs Some Improvement, Adequate* or *Outstanding*. PAISD principals gave no *should be eliminated* responses for 23 of the 24 district functions.

Relatively higher percentages of principals responded *needs major improvement* for the following programs and functions: instructional technology (45 percent), personnel recruitment (35 percent) and personnel recruitment (35 percent). More than 20 percent of principals responded *needs major improvement* for building maintenance, facilities planning, pupil accounting and staff development. Principals gave risk management, food services, and curriculum planning (5 percent) the fewest number of *needs major improvement* responses.

On a more positive note, almost half of respondents indicated that the following functions are *adequate:* pupil transportation (60 percent) purchasing (65 percent) and community relations (35 percent). Twenty-five percent gave an outstanding rating to curriculum planning, making it the most acclaimed function.

Finally, data processing was held out by principals as the least familiar district function. Fifteen percent of respondents indicated *don't know* rather than giving a rating.

General Question Responses

The overall operation of PAISD was rated as:

- *highly efficient* by none of the principals
- *above average in efficiency* by 79 percent of the principals
- *less efficient than most other school districts* by 21 percent of the principals

When asked how the operational efficiency of PAISD could be improved, principals gave the following responses:

• Privatize some support services	26%
• Join with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	26%
• Take advantage of more regional services	21%
• Offer fewer programs	16%
• Reduce the number of facilities operated by the district	5%
• Reduce the number of administrators	26%
• Reduce the number of support staff	16%
• Increase some class sizes	0%
• Increase teacher workload	0%

Exhibit E-1
Performance Audit of the Port Arthur Independent School District Principal Survey Results *(n=20)*

PART A:

1. I think the overall quality of public education in the Port Arthur ISD is:

Excellent	20%
Good	60
Fair	20
Poor	00

2. I think the overall quality of the Port Arthur ISD is:

Improving	75%
Staying the Same	25
Getting	00
Don't Know	00

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in the Port Arthur ISD?

A	25%
B	60
C	15
D	00
F	00
Don't Know	00

4. In general, what grade would you give the school-level administrators in the Port Arthur ISD?

A	45%
B	50
C	5
D	00
F	00

5. In general, what grade would you give the district-level administrators in the Port Arthur ISD?

A	25%
B	60
C	10
D	5
F	00
Don't Know	00

6. In what type of school (or district office) do you work this year?

Elementary School	47%
Junior High/Middle School	32
High School	21

7. I am a:

Female	26%
Male	74

8. Are you a school principal?

Yes	90%
No	10

9. How long have you been in your current position in the Port Arthur ISD?

1-3 years	33%
4-5	11
6-1	39
11-16	17
More than 16 years	00

10. What is your race/ethnic group?

White	53%
African-American	47

11. How long have you worked in the Port Arthur ISD?

1-5 years	6%
6-10	11
11-15	11
16-20	28

PART B:

STATEMENT	CATEGORY (SEE LEGEND)*					
	SA	A	N	D	SD	DK
1. The emphasis on learning in the Port Arthur ISD has increased in recent years.	60	30	10	00	00	0
2. Port Arthur ISD schools are safe and secure from crime.	16	58	11	11	5	0
3. Our schools do not effectively handle misbehavior problems.	5	0	5	55	35	0
4. Our schools have sufficient space and facilities to support the instructional programs.	15	25	5	45	10	0
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	10	5	0	45	40	0
6. Our schools can be described as "good places to learn."	35	55	10	0	0	0
7. There is administrative support for controlling student behavior in our schools.	60	30	5	5	0	0
8. Most students in our schools are motivated to learn.	30	30	15	20	5	0
9. Lessons are organized to meet students' needs.	30	65	5	0	0	0
10. The curriculum is broad and challenging for most students.	30	55	10	5	0	0
11. There is little a teacher can do to overcome education problems due to a student's home life.	11	0	21	32	37	0
12. Teachers in our schools know the material they teach.	35	60	0	5	0	0
13. Teachers in our schools care about students' needs.	35	45	15	5	0	0
14. Teachers expect students to do their very best.	35	40	20	5	0	0
15. Principals and assistant principals in our schools care about students' needs.	70	25	5	0	0	0
16. In general, parents do not take responsibility for their children's behavior in our schools.	15	20	15	35	15	0

PART B: (continued)

STATEMENT	CATEGORY (SEE LEGEND)*					
	SA	A	N	D	SD	DK
17. Parents in this district are satisfied with the education their children are receiving.	20	40	20	15	5	0
18. Most parents really don't seem to know what goes on in our schools.	15	20	10	45	11	0
19. Parents play an active role in decision-making in my school.	15	45	10	25	5	0
20. This community really cares about its children's education.	15	45	25	15	0	0
21. Taxpayer dollars are being used wisely to support public education in the Port Arthur ISD.	15	50	15	10	10	0
22. Sufficient student services are provided in the Port Arthur ISD (e.g., counseling, speech therapy, health).	15	40	15	30	0	0
23. Site-based management has been implemented effectively in the Port Arthur ISD.	35	40	10	5	10	0

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know, NR = No Response

PART C:

STATEMENT	CATEGORY (SEE LEGEND)*				
	E	G	F	P	DK
1. School board members' knowledge of the educational needs of students in the Port Arthur ISD.	5	40	35	20	0
2. School board members' knowledge of operations in the Port Arthur ISD.	5	45	40	10	0
3. School board members' work at setting or revising policies for the Port Arthur ISD.	0	45	45	10	0
4. The district school superintendent's work as the instructional leader of the Port Arthur ISD.	25	40	25	5	5
5. The district school superintendent's work as the chief administrator (manager) of the Port Arthur ISD.	45	20	30	0	5
6. Principal's work as the instructional leaders of their schools.	35	55	10	0	0

PART C: (continued)

STATEMENT	CATEGORY (SEE LEGEND)*				
	E	**G**	**F**	**P**	**DK**
7. Principal's work as the managers of the staff and teachers.	40	45	15	0	0
8. Teachers' work in meeting students' individual learning needs.	15	45	30	10	0
9. Teachers' work in communicating with parents.	20	50	25	5	0
10. Teachers' attitudes about their jobs.	5	55	35	5	0
11. Students' ability to learn.	0	30	55	15	0
12. The amount of time students spend on task learning in the classroom.	0	75	20	5	0
13. Parents' efforts in helping their children to do better in school.	0	30	55	15	0
14. Parents' participation in school activities and organizations.	0	30	55	15	0
15. How well students' test results are explained to parents.	5	45	35	15	0
16. The condition in which the Port Arthur ISD schools are kept.	5	65	20	5	5
17. How well relations are maintained with various groups in the community.	5	65	30	0	0
18. The opportunities provided by the district to improve the skills of teachers.	30	55	5	10	0
19. The opportunity provided by the district to improve the skills of school administrators.	25	55	15	5	0
20. The district's job of providing adequate instructional technology.	15	30	40	15	0
21. The district's use of technology for administrative purposes.	15	25	45	15	0

Legend:
*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know, NR = No Response

PART D: Work Environment.

STATEMENT	SA	A	N	D	SD	DK
1. I find the Port Arthur ISD to be an exciting, challenging place to work.	30%	65	5	0	0	0
2. The work standards and expectations in the Port Arthur ISD are equal to or above those of most other school districts.	50	40	5	5	0	0
3. Port Arthur ISD officials enforce high work standards.	30	50	10	5	5	0
4. Most Port Arthur ISD teachers enforce high student learning standards.	5	70	5	20	0	0
5. Port Arthur ISD teachers and administrators have excellent working relationships.	10	50	25	10	5	0
6. Teachers who do not meet expected work standards are disciplined.	0	25	35	35	5	0
7. Staff who do not meet expected work standards are disciplined.	0	60	15	20	5	0
8. Teacher promotions and pay increases are based upon individual performance.	0	2	26	26	37	5
9. Staff promotions and pay increases are based upon individual productivity.	0	16	32	16	32	5
10. I feel that I have the authority to adequately perform my job responsibilities.	40	35	5	10	10	0
11. I have adequate facilities in which to conduct my work.	15	60	10	10	5	0
12. I have adequate equipment and computer support to conduct my work.	25	40	10	10	10	0
13. The workloads are equitably distributed among teachers and among staff members.	20	45	20	10	5	0
14. No one knows or cares about the amount or quality of work that I perform.	0	15	15	35	35	0
15. Workload is evenly distributed.	20	35	20	25	0	0
16. The failure of Port Arthur ISD officials to enforce high work standards results in poor quality work.	15	15	25	25	20	0
17. I often observe other teachers and/or staff socializing rather than working while on the job.	0	30	20	35	15	0

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know, NR = No Response

PART E: Job Satisfaction.

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in the Port Arthur ISD.	45	45	10	0	0	0
2. I plan to make a career in the Port Arthur ISD.	45	45	10	0	0	0
3. I am actively looking for a job outside of the Port Arthur ISD.	0	11	5	37	47	0
4. Salary levels in the Port Arthur ISD are competitive.	0	47	0	47	5	0
5. I feel that my work is appreciated by my supervisor(s).	35	40	10	10	0	0
6. I feel that I am an integral part of the Port Arthur ISD team.	35	45	15	5	0	0
7. I feel that there is no future for me in the Port Arthur ISD.	5	10	5	40	40	0
8. My salary level is adequate for my level of work and experience.	25	10	10	35	20	0
9. I enjoy working in a culturally diverse environment.	75	25	0	0	0	0

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know, NR = No Response

PART F: Administrative Structure and Practices

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in the Port Arthur ISD are highly effective and efficient.	15%	55	20	5	5	0
2. Administrative decisions are made quickly and decisively.	20	35	5	5	0	0
3. Port Arthur ISD administrators are easily accessible.	25	55	10	5	5	0
4. Port Arthur ISD administrators are open to input.	25	40	20	10	5	0
5. Authority for administrative decisions is delegated to the lowest possible level.	10	15	30	20	15	10
6. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	20	65	10	5	0	0
7. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	0	15	30	40	10	5
8. The extensive committee structure in the Port Arthur ISD ensures adequate input from teachers and staff on most important decisions.	30	50	20	0	0	0
9. The Port Arthur ISD has too many committees.	5	25	10	45	15	0
10. The Port Arthur ISD has too many layers of administrators.	0	5	20	45	30	0
11. Most Port Arthur ISD administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	15	50	20	10	5	0

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know, NR = No Response

PART G: Port Arthur ISD Operations.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting	0	20	15	35	0	0
b. Strategic planning	0	20	40	35	5	0
c. Curriculum planning	0	5	35	35	25	0
d. Financial management and accounting	0	20	25	40	0	5
e. Community relations	0	20	25	35	20	0
f. Program evaluation, research and accounting	0	20	35	35	10	0
g. Instructional technology	0	45	35	10	10	0
h. Pupil accounting	5	30	30	25	10	0
i. Instructional coordination/ supervision	0	20	25	35	20	0
j. Instructional support	0	15	30	35	20	0
k. Federal program (e.g., Chapter I, Special Education) coordination	0	10	15	45	0	10
l. Personnel recruitment	0	35	40	20	5	0
m. Personnel selection	0	15	55	25	5	0
n. Personnel evaluation	0	20	25	45	15	0
o. Staff development	0	21	11	53	11	5
p. Data processing	0	10	10	50	15	15
q. Purchasing	0	10	10	65	10	5
r. Law enforcement/ security	0	20	25	45	5	5
s. Building maintenance	0	30	20	40	10	0
t. Facilities planning	0	21	26	53	0	0
u. Pupil transportation	0	10	25	60	0	5
v. Food service	0	5	15	65	15	0
w. Custodial service	0	15	35	40	10	0
x. Risk management	0	5	25	45	15	10

BEST COPY AVAILABLE

PART H: General Questions.

1. The overall operation of the Port Arthur ISD is:

Highly efficient	0.0%
Above average in efficiency	78.9
Less efficient than most other school districts	21.1
Don't know	0.0

2. The operational efficiency of the Port Arthur ISD could be improved by:

Privatizing some support services	26.3%
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	26.3%
Reducing the number of administrators	26.3%
Taking advantage of more regional services	21.1%
Offering fewer programs	15.8%
Reducing the number of support staff	15.8%
Reducing the number of facilities operated by the district	5.3%
Increasing some class sizes	0.0%
Increasing teacher workload	0.0%
Other	36.8%

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and performance of the Port Arthur ISD?

Suggestions received included:

Budget Team Council prevents principal input into financial decisions.
Improve relationship between board of directors and superintendent.
Need unity and collaboration in central office.
Improve system for shipping and receiving.
Need support from central office for curriculum and instruction.
Hire additional personnel.
Eliminate the unfunded budget.
Re-organize Maintenance Department.
Decrease number of assistant principals at some schools.
Improve communication between board members.
Treat superintendent with respect and include him in decision-making.
Hire director of curriculum for each academic area to oversee development/implementation.
Increase campus-level budgets.
Rotate experienced teachers into southern schools.
Increase visibility of top district administration at campuses.

PORT ARTHUR

APPENDIX F
RESULTS OF THE TEACHER SURVEY

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Appendix F

RESULTS OF THE TEACHER SURVEY

One hundred sixty-seven PAISD teachers completed TSPR's surveys. The teacher respondent sample was 74 percent female and 22 percent male. The respondents were 19 percent White, 78 percent Hispanic, one percent Asian and two percent *other*.

More than three-fourths of these teachers rated the overall quality of public education as *excellent* or *good*, while 12 percent rated it *fair* or *poor*. More than two-thirds believe that the curriculum is broad and challenging. More than 50 percent of teachers indicated that they are satisfied with their job, but were somewhat divided on whether most administrative practices are highly efficient and effective. One-third agreed, and less than one-half disagreed.

Unlike principals, when asked about the role of parents, 65 percent of teachers indicated that parents fail to take responsibility for their children's behavior and almost 62 percent believe that most parents do not know what goes on in PAISD schools.

Exhibit F-1 illustrates the types of schools represented by the teacher respondents.

Exhibit F-1
School Type of Teacher Respondents

School Type	Percent Representation
Elementary School	61
Middle/Junior High School	20
High School	19

About 39 percent of the teachers included in the sample had three or fewer years experience teaching in PAISD. Seventeen percent have four or five years; 22 percent had six to 10 years; 13 percent had 11 to 16 years; and 2 percent reported more than 16 years of experience.

The summary of the responses are organized into the following broad categories:

- district-related responses
- school/school administrator-related responses
- teacher-related responses
- student-related responses
- parent/community-related responses
- work environment-related responses
- job satisfaction-related responses
- administrative structure and practices-related responses
- PAISD operations-related responses
- general question responses

District-Related Responses

When teachers were asked to rate the overall quality of public education in PAISD, 20 percent indicated *excellent*, 65 percent indicated *good*, 11 percent indicated *fair*, and 2 percent indicated *poor*. More than three-quarters (77 percent) indicated that the overall quality of public education in PAISD is improving; 14 percent believed the quality is staying the same, while 5 percent believed that the quality of public education is getting worse. While 64 percent of the teacher respondents said they *agree* or *strongly agree* that the emphasis on learning in PAISD has increased in recent years, 21 percent said they *disagree* or *strongly disagree*.

In the area of student behavior, 27 percent of the teachers believed PAISD schools are safe and secure; 52 percent disagreed. When asked if schools handle misbehavior problems effectively, 22 percent disagreed and 73 percent agreed.

More than 50 percent of the teacher respondents stated that PAISD schools have most of the materials and supplies necessary for instruction; 33 percent said they *disagree* or *strongly disagree*. About 46 percent believed space and facilities in PAISD are sufficient to support instructional programs, while 41 percent disagreed. When asked about student services (such as counseling, speech therapy, and health services), 40 percent of the respondents agreed that sufficient services are provided; 50 percent disagreed. About 33 percent believed that schools are kept in *good* or *excellent* condition.

More than fifty (54) percent of the teachers felt that PAISD schools can be described as good places to learn. However, only 35 percent believed that taxpayer dollars are being used wisely to support public education in PAISD; 43 percent did not agree.

Concerning the district administration, 20 percent of the teachers gave district administrators a grade of *A*, 30 percent gave them a *B*, 29 percent *C*, 10 percent *D* or *F*. Approximately 57 percent of responding teachers rated the superintendent's work as instructional leader of PAISD as *excellent* or *good*, while 32 percent rated his work as *fair* or *poor* in this regard. Sixty-seven percent of the teachers rated the superintendent's work as chief administrator or district manager as *excellent* or *good*, while 13 percent rated his work as *fair* or *poor*.

Slightly more than 60 percent of the teachers rated board members' knowledge of students' educational needs as *fair* or *poor*. In terms of board members' work at setting or revising policies for the district, 27 percent called it *excellent* or *good*, while 59 percent of the respondents called it *fair* or *poor*.

Teachers were divided in their perceptions about site-based management (SBM). Although 47 percent believed SBM has been implemented effectively in PAISD, 36 percent said they *disagree*. Almost 18 percent did not know or had no opinion.

Exactly half of the teachers rated the district's use of technology for administrative purposes as *excellent* or *good*; 30 percent gave it a *fair* or *poor* rating; and 19 percent indicated they did not know enough to respond.

When asked to rate the efficiency of PAISD's overall operations, 3 percent of the teachers rated the district as highly efficient, 34 percent stated PAISD is above average in efficiency, and 51 percent believed PAISD is less efficient than most other districts. Eleven percent did not have enough information to decide.

School/School Administrator-Related Responses

When teacher respondents were asked to grade PAISD school administrators, 31 percent gave them an *A*, 44 percent a *B*, 14 percent a *C*, and 7 percent a *D* or *F*. A significant majority of teachers (75 percent) believed principals and assistant principals in PAISD schools care about students' needs.

Principals are rated *excellent* or *good* in their role as instructional leader by 53 percent of the teachers; 44 percent rated them as *fair* or *poor*. When asked about principals' roles as school managers, 62 percent of the respondents rated them *excellent* or *good* and 31 percent rated them *fair* or *poor*.

Teacher-Related Responses

More than 85 percent of the teacher respondents gave PAISD teachers an *A* (37 percent) or *B* (49 percent). Other responses given by teacher respondents included:

- Agree that teachers know the material they teach - 74 percent
- Agree that teachers care about students' needs - 81 percent
- Agree that teachers expect students to do their very best - 79 percent

Less than one-third (30 percent) believed there is little a teacher can do to overcome education problems due to a student's home life, while 51 percent disagreed.

Respondents were asked to rate teachers' attitudes about their jobs. Less than 10 percent (7 percent) rated teachers' attitudes as *excellent*, while 30 percent described them as *good*, 45 percent *fair*, and 18 percent *poor*. More than two-thirds of the sample rated the teachers' work in communicating with parents as *excellent* or *good*, while 27 percent believed it to be *fair* or *poor*. More than 70 percent of the respondents rated teachers' work in meeting individual student needs as *excellent* or *good*; 29 percent indicated it to be *fair* or *poor*.

Finally, when teachers were asked to rate the opportunities provided by PAISD to improve teaching skills, 67 percent called these opportunities either *excellent* or *good*, while 27 percent called them *fair* or *poor*.

Student-Related Responses

Slightly less than half (49 percent) of the teachers agreed that most students in PAISD are motivated to learn; 37 percent disagreed. Most teachers (78 percent) believed lessons are organized to meet student needs.

A significant majority of teachers (68 percent) believed that the curriculum is broad and challenging for most students; 18 percent disagreed. Nearly half (49 percent) of the respondents rated their students' ability to learn as *excellent* or *good*; a slightly higher number (51 percent) called it *fair* or *poor*. A majority of respondents (55 percent) rated the amount of time spent by students on learning in the classroom as *good* or *excellent*; 45 percent believed it is *fair* or *poor*.

Slightly less than half of the teacher respondents thought that the district's job of providing instructional technology is *excellent* or *good*; 47 percent stated it is *fair* or *poor*.

Parent/Community-Related Responses

About 66 percent of the teachers agreed that parents fail to take responsibility for their children's behavior; 25 percent disagreed. A majority (62 percent) of the teachers believe that most parents do not know what goes on in PAISD schools. Slightly more than one-third (36 percent) believe parents play an active role in decision-making in their school. More than 40 percent (45 percent) of the teachers agreed that PAISD parents are satisfied with the education their children are receiving; 17 percent disagreed while 11 percent were unsure.

Most teachers (66 percent) rated parents' efforts in helping their children perform better in school as *fair* or *poor* and 76 percent rated parents' participation in PAISD school activities and organizations as *fair* or *poor*.

Less than 40 percent of the teachers surveyed believed that *good* or *excellent* relations are maintained by the district with various groups in the community; 52 percent indicated they felt the relations are either *fair* or *poor*.

Work Environment-Related Responses

Concerning PAISD's work environment, 59 percent of teachers reported that it is an exciting, challenging place to work. Similarly, 63 percent felt that the work standards and expectations are equal to or above those of most other school districts. A significant majority of teachers also indicated that high standards are enforced for both work and learning.

About 38 percent) of surveyed teachers indicated that teachers and administrators in the district have excellent working relationships, and more than 75 percent reported feeling that they have adequate authority to perform their job responsibilities. About 50 percent also reported that they have adequate facilities to conduct their work, while fewer (45 percent) felt that they have adequate equipment and computer support.

Less than 25 percent of the teachers surveyed said that PAISD teachers and staff are disciplined when they do not meet expected standards. Fewer teachers agreed (38 percent) than disagreed (50 percent) that the failure of PAISD officials to enforce high work standards results in poor quality work. Additionally, 57 percent of teachers felt that someone cares about the amount or quality of their work, and 49 percent could not say they often observed other colleagues socializing while on the job.

On the issue of equity in PAISD, a significant portion of teachers (50 percent) did not believe their promotions and pay raises were based on individual performance. More than 59 percent also said that *staff* promotions and pay increases were not based on individual productivity. Only 31 percent agreed that workloads are evenly distributed among teachers and staff members. Just 31 percent responded affirmatively when asked if the overall workload is evenly distributed.

Job Satisfaction-Related Responses

Fifty-six percent of teachers indicated that they are satisfied with their job in PAISD and more than 62 percent plan to make a career in the district. Similarly, 64 percent stated that they were not actively looking for a job outside of PAISD and only 15 percent felt that there is no future for them in the district.

More than one-half (52 percent) of responding teachers indicated that salary levels in PAISD are not competitive with other school districts. Despite this, 61 percent said they feel appreciated by their supervisor(s), and slightly less than two-thirds indicated feeling that they are an integral part of PAISD team.

Administrative Structure and Practices-Related Responses

With regard to administrative structure and practices, PAISD teachers were somewhat divided on whether most administrative practices are highly efficient and effective. Approximately a third agreed, while 40 percent disagreed with this idea. Ambivalence was found when teachers were asked about the speed and decisiveness of administrative decisions; more than 30 percent indicated *Don't Know* or *Neither Agree/Disagree.*

Almost 50 percent of teachers felt that PAISD administrators are easily accessible and almost 40 percent stated that administrators are open to input. Fifty-two percent indicated that there are too many layers of administrators. More than a third (35 percent) said that PAISD has too many committees, while 45 percent said that major bottlenecks exist in many administrative processes. Less than 40 percent (38 percent) agreed that administrative processes, such as purchasing and travel requests, are highly efficient and responsive.

Finally, one-third of surveyed teachers disagreed or strongly disagreed that authority for administrative decisions is delegated to the lowest possible level. When asked if teachers and staff are empowered with sufficient authority to perform their responsibilities effectively, 45 percent of teachers answered in the affirmative.

PAISD Operations-Related Responses

To evaluate PAISD operations, responding teachers were asked to choose one of the following descriptors for each program or function: *Should Be Eliminated, Needs Major Improvement, Needs Some Improvement, Adequate, Outstanding or Don't Know*. When evaluating district programs or functions, teachers most frequently responded *Adequate* or *Needs Some Improvement.*

Concerning certain programs or functions, teachers were relatively less informed. Concerning data processing, purchasing and facilities planning, the percentage of respondents answering *don't know* reached 30 percent or more.

Also in contrast to the norm, more teachers gave responses of *Adequate* for personnel evaluations, facilities planning, food service, curriculum planning and pupil transportation than for most other programs and functions.

Finally, teachers were significantly more negative in terms of certain programs or functions. A higher percentage of teachers responded *Needs Major Improvement* for budgeting, financial management and accounting, law enforcement and security, instructional technology, personnel recruitment, personnel selection and building maintenance than for most other programs or functions.

General Question Responses

When asked how the operational efficiency of PAISD could be improved, teachers gave the following responses:

- Privatize some support services 52%
- Take advantage of more regional services 11%
- Reduce the number of administrators 0%
- Join with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.) 6%
- Reduce the number of facilities operated by the district 19%
- Offer fewer programs 12%
- Reduce the number of support staff 19%
- Increase some class sizes 32%
- Increase teacher workload 34%

Exhibit F-2
Performance Audit of the
United Independent School District
Teacher Survey Results
(n=167)

PART A:

1. I think the overall quality of public education in the PAISD is:

Excellent	20.4%
Good	64.7
Fair	10.8
Poor	1.8
Don't Know	1.8
No Response	0.6

2. I think the overall quality of education in the PAISD is:

Improving	77.2%
Staying the Same	13.8
Getting Worse	4.8
Don't Know	3.6
No Response	0.6

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in the PAISD?

A	37.1%
B	48.5
C	10.2
D	0.6
F	0.6
Don't Know	2.4
No Response	0.6

4. In general, what grade would you give the school-level administrators in the PAISD?

A	31.1%
B	43.7
C	14.4
D	5.4
F	1.8
Don't Know	3.0
No Response	0.6

5. In general, what grade would you give the district-level administrators in the PAISD?

A	20.4%
B	29.9
C	28.7
D	7.8
F	2.4
Don't Know	7.8
No Response	3.0

6. In what type of school (or district office) do you work this year?

Elementary School	60.5%
Junior High/Middle School	19.8
High School	18.6
No Response	1.2

7. I am a:

Female	74.3%
Male	22.2
Refused	3.6

8. What grade or grades are you teaching this year?

Pre-K	2.4%	7	11.4%
K	9.6	8	12.0
1	15.6	9	11.4
2	10.2	10	12.0
3	16.8	11	11.4
4	19.2	12	12.6
5	12.0	Adult	0.6
6	11.4		

9. I am:

White	18.6%
Hispanic	77.8
Asian	0.6
Other	1.8
No Response	1.2

10. How long have you taught in the PAISD?

1-3 years	38.9%
4-5	16.8
6-10	21.6
11-16	12.6
More than 16 years	2.4
No Response	7.8

PART B:

STATEMENT	CATEGORY (SEE LEGEND)*					
	SA	A	N	D	SD	DK
1. The emphasis on learning in the PAISD has increased in recent years.	23.6%	38.9%	15.3%	12.5%	8.6%	4.2%
2. PAISD schools are safe and secure from crime.	2.7	24.3	17.6	33.8	18.9	2.7
3. Our schools do not effectively handle misbehavior problems.	33.8	39.2	2.7	13.5	8.1	2.7
4. Our schools have sufficient space and facilities to support the instructional programs.	8.1	37.8	13.5	28.4	12.2	0
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	5.5	27.4	11.0	32.9	20.5	2.7
6. Our schools can be described as "good places to learn."	12.2	41.9	23.0	17.6	5.4	0.0
7. There is administrative support for controlling student behavior in our schools.	8.3	31.9	6.9	29.2	22.2	1.4
8. Most students in our schools are motivated to learn.	9.8	39.2	14.9	24.3	12.2	0.0
9. Lessons are organized to meet students' needs.	18.1	59.7	9.7	8.3	2.8	1.4
10. The curriculum is broad and challenging for most students.	17.8	50.7	12.3	12.3	5.5	1.4
11. There is little a teacher can do to overcome education problems due to a student's home life.	12.3	17.8	19.2	34.2	16.4	0
12. Teachers in our schools know the material they teach.	24.7	49.3	15.1	5.5	0	5.5
13. Teachers in our schools care about students' needs.	19.4	61.1	6.9	9.7	1.4	1.4
14. Teachers expect students to do their very best.	34.2	45.2	6.8	9.6	4.1	0.0
15. Principals and assistant principals in our schools care about students' needs.	29.2	45.8	11.1	6.9	6.9	0
16. In general, parents do not take responsibility for their children's behavior in our schools.	32.9	32.9	9.6	24.7	0	0
17. Parents in this district are satisfied with the education their children are receiving.	2.8	41.7	27.8	12.5	4.2	11.1
18. Most parents really don't seem to know what goes on in our schools.	20.5	41.1	16.4	12.3	6.8	2.7
19. Parents play an active role in decision-making in my school.	6.8	28.8	20.5	28.8	12.3	2.7
20. This community really cares about its children's education.	8.2	31.5	27.4	26.0	6.8	0
21. Taxpayer dollars are being used wisely to support public education in the PAISD.	8.3	26.4	15.3	23.6	19.4	6.9
22. Sufficient student services are provided in the PAISD (e.g., counseling, speech therapy, health).	6.9	33.3	5.6	27.8	22.2	4.2
23. Site-based management has been implemented effectively in the PAISD.	12.3	34.2	15.1	16.4	19.2	2.7

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know, NR = No Response.

PART C:

STATEMENT		CATEGORY (SEE LEGEND)*				
		E	G	F	P	DK
1.	School board members' knowledge of the educational needs of students in the PAISD.	8.2%	24.7	39.7	19.2	8.2
2.	School board members' knowledge of operations in the PAISD.	6.8	20.3	47.3	16.2	9.5
3.	School board members' work at setting or revising policies for the PAISD.	6.8	20.3	39.2	20.3	13.5
4.	The district school superintendent's work as the instructional leader of the PAISD.	17.6	39.2	21.6	9.5	12.2
5.	The district school superintendent's work as the chief administrator (manager) of the PAISD.	25.0	41.9	6.2	6.8	12.2
6.	Principal's work as the instructional leaders of their schools.	20.5	32.9	37.0	6.8	2.7
7.	Principal's work as the managers of the staff and teachers.	20.5	41.1	27.4	4.0	0
8.	Teachers' work in meeting students' individual learning needs.	20.5	50.7	24.7	4.1	0.0
9.	Teachers' work in communicating with parents.	17.8	50.7	22.4	4.1	0.0
10.	Teachers' attitudes about their jobs.	6.8	30.1	45.2	17.8	0.0
11.	Students' ability to learn.	11.1	37.5	40.3	11.1	0.0
12.	The amount of time students spend on task learning in the classroom.	12.3	42.5	31.5	13.7	0.0
13.	Parents' efforts in helping their children to do better in school.	1.4	25.7	35.1	31.1	6.8
14.	Parents' participation in school activities and organizations.	2.7	21.8	35.1	40.5	0.0
15.	How well students' test results are explained to parents.	12.3	32.1	32.9	13.7	8.2
16.	The condition in which PAISD schools are kept.	4.1	28.4	32.4	36.4	2.7
17.	How well relations are maintained with various groups in the community.	5.5	32.9	46.6	5.5	9.6
18.	The opportunities provided by the district to improve the skills of teachers.	19.2	47.9	21.9	5.5	5.5
19.	The opportunity provided by the district to improve the skills of school administrators.	15.5	34.7	20.8	1.4	26.4
20.	The district's job of providing adequate instructional technology.	13.7	35.6	30.1	17.3	8.2
21.	The district's use of technology for administrative purposes.	20.3	29.7	23.0	6.8	18.9

Legend:
*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know, NR = No Response.

PART D: Work Environment

STATEMENT	SA	A	N	D	SD	DK
1. I find the PAISD to be an exciting, challenging place to work.	24.7	34.2	19.2	16.4	5.5	0.0
2. The work standards and expectations in the PAISD are equal to or above those of most other school districts.	15.3	47.2	11.1	18.1	8.3	0.0
3. PAISD officials enforce high work standards.	14.9	40.5	10.8	25.7	6.8	
4. Most PAISD teachers enforce high student learning standards.	16.2	43.2	18.9	16.2	2.7	2.7
5. PAISD teachers and administrators have excellent working relationships.	9.5	28.4	21.6	23.0	16.2	1.4
6. Teachers who do not meet expected work standards are disciplined.	6.8	15.1	16.4	26.0	15.1	20.5
7. Staff who do not meet expected work standards are disciplined.	6.8	15.1	20.5	21.9	13.7	21.9
8. Teacher promotions and pay increases are based upon individual performance.	8.3	8.3	33.3	38.9	11.1	0.0
9. Staff promotions and pay increases are based upon individual productivity.	2.7	5.4	10.8	29.7	29.7	21.6
10. I feel that I have the authority to adequately perform my job responsibilities.	45.9	32.4	5.4	10.8	4.1	1.4
11. I have adequate facilities in which to conduct my work.	2.5	46.6	3.5	20.5	6.8	0.0
12. I have adequate equipment and computer support to conduct my work.	13.5	31.1	5.4	31.1	18.9	0.0
13. The workloads are equitably distributed among teachers and among staff members.	10.8	20.3	17.6	28.4	18.9	4.1
14. No one knows or cares about the amount or quality of work that I perform.	12.2	13.5	16.2	31.1	25.7	1.4
15. Workload is evenly distributed.	8.2	23.3	19.2	21.9	17.8	2.7
16. The failure of PAISD officials to enforce high work standards results in poor quality work.	12.3	26.0	19.2	21.9	17.8	2.7
17. I often observe other teachers and/or staff socializing rather than working while on the job.	13.5	20.3	13.5	32.4	16.2	4.1

Legend:
•SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know, NR = No Response.

BEST COPY AVAILABLE

PART E: Job Satisfaction.

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in the PAISD.	20.5%	35.6	17.8	16.4	6.8	2.7
2. I plan to make a career in the PAISD.	23.0	39.2	17.6	2.7	5.4	12.2
3. I am actively looking for a job outside of the PAISD.	4.1	6.8	20.5	37.0	27.4	4.1
4. Salary levels in the PAISD are competitive.	6.8	26.0	15.1	30.1	21.9	0.0
5. I feel that my work is appreciated by my supervisor(s).	23.0	37.8	9.5	9.5	16.2	4.1
6. I feel that I am an integral part of the PAISD team.	26.0	38.4	17.8	11.0	6.8	0.0
7. I feel that there is no future for me in the PAISD.	2.7	11.8	16.2	36.5	31.1	2.7
8. My salary level is adequate for my level of work and experience.	4.1	14.1	13.5	33.8	33.8	0.0
9. I enjoy working in a culturally diverse environment.	39.2	44.2	5.4	4.1	2.7	4.1

Legend:
*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know, NR = No Response.

PART F: Administrative Structure and Practices.

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in the PAISD are highly effective and efficient.	9.6%	21.9	21.9	24.7	15.1	6.8
2. Administrative decisions are made quickly and decisively.	4.1	27.0	20.3	23.0	14.9	10.8
3. PAISD administrators are easily accessible.	8.1	40.5	17.6	18.9	12.2	2.7
4. PAISD administrators are open to input.	6.8	31.1	21.6	21.6	13.5	5.4
5. Authority for administrative decisions are delegated to the lowest possible level.	4.1	17.6	28.4	25.7	7.7	21.6
6. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	9.5	35.1	16.2	23.0	10.8	5.4
7. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	8.1	36.5	24.3	14.9	6.8	9.5
8. The extensive committee structure in the PAISD ensures adequate input from teachers and staff on most important decisions.	8.1	24.3	21.6	27.0	13.5	5.4
9. PAISD has too many committees.	13.5	21.6	23.0	18.9	6.8	16.2
10. PAISD has too many layers of administrators.	30.1	21.9	17.8	20.5	2.7	6.8
11. Most PAISD administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	8.1	29.7	18.9	28.4	5.4	9.5

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know, NR = No Response.

PART G: PAISD Operations.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting	0.0	31.9	37.5	15.3	1.4	13.5
b. Strategic planning	1.4	27.1	32.9	14.3	2.9	21.4
c. Curriculum planning	1.4	23.3	21.9	37.9	11.1	9.6
d. Financial management and accounting	0.0	31.5	28.8	17.8	2.7	19.2
e. Community relations	1.4	28.4	36.5	20.3	9.5	4.1
f. Program evaluation, research and assessment	2.9	17.1	37.1	28.6	5.7	7.1
g. Instructional technology	1.4	37.0	31.5	19.2	8.2	2.7
h. Pupil accounting	1.4	28.2	16.9	26.8	4.2	22.5
i. Instructional coordination/ supervision	15.1	17.8	21.9	31.5	6.8	6.8
j. Instructional support	2.8	26.4	30.6	30.6	8.3	1.4
k. Federal program (e.g., Chapter I, Special Education) coordination	4.2	20.8	25.0	22.2	93.7	18.1
l. Personnel recruitment	1.4	38.2	22.5	16.9	23.9	0.0
m. Personnel selection	1.4	32.9	30.1	21.9	1.4	12.3
n. Personnel evaluation	1.4	14.9	24.3	48.6	5.4	5.4
o. Staff development	2.7	12.2	25.7	39.2	12.2	8.1
p. Data processing	1.4	5.6	4.1	27.8	1.4	52.8
q. Purchasing	0.0	19.4	18.1	20.5	9.2	30.6
r. Law enforcement/security	0.0	43.8	23.3	20.5	2.7	9.6
s. Building maintenance	0.0	39.7	21.9	15.5	2.7	9.6
t. Facilities planning	0.0	26.8	23.9	43.8	1.4	32.4
u. Pupil transportation	0.0	12.8	21.9	37.0	1.4	15.1
v. Food service	2.4	27.9	26.0	34.7	8.1	11.0
w. Custodial service	0.0	25.0	29.2	20.5	5.6	5.6
x. Risk management	1.2	26.0	24.7	0.0	2.7	26.0

PART H: General Questions

1. The overall operation of the PAISD is:

Highly efficient	2.8%
Above average in efficiency	33.8
Less efficient than most other school districts	50.7
Don't know	11.3

2. The operational efficiency of the PAISD could be improved by:

Taking advantage of more regional services	11%
Reducing the number of administrators	0.0
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	5.5
Privatizing some support services	52.1
Offering fewer programs	12.3
Reducing the number of facilities operated by the district	19.2
Reducing the number of support staff	19.2
Increasing some class sizes	31.5
Increasing teacher workload	34.2
Other	26.0

PORT ARTHUR

APPENDIX G
COMPARATIVE ANALYSIS OF SURVEY RESPONSES WITHIN PORT ARTHUR INDEPENDENT SCHOOL DISTRICT

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Appendix G

COMPARATIVE ANALYSIS OF SURVEY RESPONSES WITHIN PORT ARTHUR INDEPENDENT SCHOOL DISTRICT

To facilitate a quick review of TSPR's survey responses, this section includes exhibits that compare administrator, teacher, and principal responses to similar survey items. **Exhibit G-1** includes the comparison for Part A of the surveys, **Exhibit G-2** for Part B, **Exhibit G-3** for Part C, and so on through **Exhibit G-8**, which represents comparative responses for Part H of the surveys. For Parts B, D, E and F, the *Agree* and *Strongly Agree* responses are combined and compared to the *Disagree* and *Strongly Disagree* responses. In Part C, the *Excellent* and *Good* responses are compared to the *Fair* and *Poor* responses. In Part G, the responses for *Needs Some Improvement* and *Needs Major Improvement* are compared to responses for *Adequate* and *Outstanding*. The *Neutral, Should be Eliminated*, and *Don't Know* responses are omitted from all exhibits in this section.

In Part A (**Exhibit G-1**), survey respondents were asked to comment on the overall quality of public education in PAISD and to grade its teachers and administrators. With few exceptions, responding administrators and principals gave more positive ratings than teachers. As an example, 24 percent more principals than teachers rated the quality of public education as *excellent* or *good*.

Administrator and teacher responses also were substantially different with regard to district administrators' performance. Sixty-five percent of responding administrators rated administrators' performance above average, while teachers rated district administrators above average only 33 percent of the time.

In Part B (**Exhibit G-2**), the established pattern for comparisons within the current survey was maintained as principals gave the most positive responses for such subjects as the emphasis on learning in PAISD, student motivational level, and community concern. (For example, for the statement, "*The emphasis on learning in PAISD has increased in recent years*," 90 percent of principals, 77 percent of administrators, and 63 percent of teachers agreed.)

In Part C (**Exhibit G-3**), 69 percent of responding teachers rated teacher communication with parents *good* or *excellent;* 70 percent of principals gave the same response. Fifty-five percent of responding teachers rated the amount of time students spend on task learning in the classroom as *good* or *excellent*, while 75 percent of principals and administrators responded the same.

In Part D (**Exhibit G-4**), responding principals, teachers, and administrators tend to answer negatively when asked to consider teacher discipline, and all three groups respond negatively concerning promotions. Twenty-five percent of responding principals felt that teachers who fail to meet expected work standards are disciplined, while 22 percent of teachers and 17 percent of administrators agreed. On the subject of promotions for teachers, only 16 percent of teachers responded affirmatively when asked whether teacher promotions and pay increases are based upon individual effectiveness; 25 percent of principals agreed with this statement, while only 4 percent of administrators felt this way.

In reference to Part E (**Exhibit G-5**), while a majority of respondents indicated that they feel satisfied with their jobs in the district and plan to make a career in PAISD, many did not find their salaries to be competitive. For example, while 90 and 75 percent of PAISD principals and administrators, respectively, reported feeling satisfied with their jobs, only 47 and 36 percent respectively found their salaries competitive.

Concerning administrative structure and practices in Part F (**Exhibit G-6**), PAISD principals gave more positive responses than teachers and administrators. Seventy percent of the principals believe that administrative practices are highly effective and efficient, while only 32 percent of teachers and 42 percent of administrators agree. Forty-seven percent fewer principals than teachers responded that the district has too many layers of administrators.

Exhibit G-7 asks respondents to rate various PAISD programs and functions. Principals tend to give higher percentages of adequate or outstanding responses than teachers or administrators. Principals gave instructional support 55 percent adequate or outstanding responses, compared to 41 percent for administrators and 39 percent of teachers. Seventy-five percent of principals give adequate or outstanding ratings to purchasing, while 50 percent of administrators and 30 percent of teachers gave a similar response.

In Part H (**Exhibit G-8**), teachers and administrators appear to feel more strongly than principals about almost all ways to improve the operational efficiency of the district. All three groups felt strongly that privatizing some support services would be a good way to improve the district's operational efficiency, with 52 percent of teachers, 46 percent of administrators, and 30 percent of principals approving this option.

Exhibit G-1
Comparison Survey Responses
Within Port Arthur Independent School District

PART A	PRINCIPALS	TEACHERS	ADMINISTRATORS
1. Overall quality of public education in the Port Arthur ISD is:			
Excellent or Good	80%	56%	71%
Fair or Poor	20	44	29
1. Overall quality of education in the Port Arthur ISD is:			
	75%	53%	60%
Improving	25	28	31
Staying the Same	0	15	6
Getting Worse	0	4	2
Don't Know			
1. Grade given to Port Arthur ISD teachers:			
Above Average (A or B)	85%	77%	73%
Below Average (D or F)	0	0	2
2. Grade given to Port Arthur ISD school administrators:			
Above Average (A or B)	95%	49%	75%
Below Average (D or F)	0	18	4
3. Grade given to Port Arthur ISD district administrators:			
Above Average (A or B)	85%	33%	65%
Below Average (D or F)	5	27	12

Exhibit G-2
Comparison Survey Responses
Within Port Arthur Independent School District

PART B	(Percent SA OR A) / (Percent SD OR D)[1]		
	PRINCIPALS	**TEACHERS**	**ADMINISTRATORS**
1. The emphasis on learning in the Port Arthur ISD has increased in recent years.	90/0	63/21	77/11
2. Port Arthur ISD schools are safe and secure from crime.	74/16	27/53	58/4
3. Our schools do not effectively handle misbehavior problems.	5/90	73/22	41/17
4. Our schools have sufficient space and facilities to support the instructional programs.	40/55	46/40	47/6
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	15/85	33/54	17/36
6. Our schools can be described as "good places to learn."	90/5	54/23	73/15
7. There is administrative support for controlling student behavior in our schools.	90/5	40/51	69/19
8. Most students in our schools are motivated to learn.	60/25	49/36	63/23
9. Lessons are organized to meet students' needs.	95/0	78/11	62/29
10. The curriculum is broad and challenging for most students.	85/5	69/18	69/15
11. There is little a teacher can do to overcome education problems due to a student's home life.	11/69	30/50	25/69
12. Teachers in our schools know the material they teach.	95/5	74/6	73/13
13. Teachers in our schools care about students' needs.	80/5	80/11	69/13
14. Teachers expect students to do their very best.	75/5	79/14	69/13
15. Principals and assistant principals in our schools care about students' needs.	95/0	75/14	85/6
16. In general, parents do not take responsibility for their children's behavior in our schools.	35/50	66/25	33/11
17. Parents in this district are satisfied with the education their children are receiving.	60/20	45/17	38/19
18. Most parents really don't seem to know what goes on in our schools.	35/55	62/19	52/27
19. Parents play an active role in decision-making in my school.	60/30	36/41	38/25
20. This community really cares about its children's education.	60/15	40/33	58/15
21. Taxpayer dollars are being used wisely to support public education in the Port Arthur ISD.	65/20	34/43	54/21
22. Sufficient student services are provided in the Port Arthur ISD (e.g., counseling, speech therapy, health).	55/30	40/50	75/15
23. Site-based management has been implemented effectively in the Port Arthur ISD.	75/15	46/37	62/23

[1] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Disagree* or *Disagree*.

483

Exhibit G-3
Comparison Survey Responses
Within Port Arthur Independent School District

PART C	(Percent E OR G) / (Percent F OR P)[1]		
	PRINCIPALS	TEACHERS	ADMINISTRATORS
1. School board members' knowledge of the educational needs of students in the Port Arthur ISD.	45/55	33/59	44/55
2. School board members' knowledge of operations in the Port Arthur ISD.	50/50	27/63	50/50
3. School board members' work at setting or revising policies for the Port Arthur ISD.	45/55	27/59	50/49
4. The district school superintendent's work as the instructional leader of the Port Arthur ISD.	65/30	57/32	62/31
5. The district school superintendent's work as the chief administrator (manager) of the Port Arthur ISD.	65/30	67/13	69/25
6. Principal's work as the instructional leaders of their schools.	90/10	54/44	71/21
7. Principal's work as the managers of the staff and teachers.	85/15	62/31	77/21
8. Teachers' work in meeting students' individual learning needs.	60/40	72/29	58/35
9. Teachers' work in communicating with parents.	70/30	69/26	56/36
10. Teachers' attitudes about their jobs.	60/40	37/63	48/48
11. Students' ability to learn.	30/70	49/51	73/23
12. The amount of time students spend on task learning in the classroom.	75/25	55/46	75/6
13. Parents' efforts in helping their children to do better in school.	30/70	27/66	27/69
14. Parents' participation in school activities and organizations.	30/70	25/76	2/67
15. How well students' test results are explained to parents.	50/50	44/47	44/39
16. The condition in which Port Arthur ISD schools are kept.	70/25	32/68	66/23
17. How well relations are maintained with various groups in the community.	70/30	39/53	56/33
18. The opportunities provided by the district to improve the skills of teachers.	85/15	67/28	73/23
19. The opportunity provided by the district to improve the skills of school administrators.	80/20	51/22	67/29
20. The district's job of providing adequate instructional technology.	45/55	50/47	56/42
21. The district's use of technology for administrative purposes.	40/60	50/30	53/43

---

[1] Percent responding *Excellent* or *Good*/Percent responding *Fair* or *Poor*.

Exhibit G-4
Comparison Survey Responses
Within Port Arthur Independent School District

PART D WORK ENVIRONMENT	(Percent SA OR A) / (Percent SD OR D)[1]		
	PRINCIPALS	TEACHERS	ADMINISTRATORS
1. I find the Port Arthur ISD to be an exciting, challenging place to work.	95/0	59/22	65/11
2. The work standards and expectations in the Port Arthur ISD are equal to or above those of most other school districts.	90/5	62/26	54/19
3. Port Arthur ISD officials enforce high work standards.	80/10	56/33	55/26
4. Most Port Arthur ISD teachers enforce high student learning standards.	75/20	59/19	71/19
5. Port Arthur ISD teachers and administrators have excellent working relationships.	60/15	38/39	46/21
6. Teachers who do not meet expected work standards are disciplined.	25/40	22/41	17/42
7. Staff who do not meet expected work standards are disciplined.	60/25	22/36	30/32
8. Teacher promotions and pay increases are based upon individual performance.	25/63	16/50	4/60
9. Staff promotions and pay increases are based upon individual productivity.	16/48	8/60	15/50
10. I feel that I have the authority to adequately perform my job responsibilities.	75/20	78/15	83/15
11. I have adequate facilities in which to conduct my work.	65/15	50/28	69/19
12. I have adequate equipment and computer support to conduct my work.	65/20	45/50	58/25
13. The workloads are equitably distributed among teachers and among staff members.	65/15	31/47	29/35
14. No one knows or cares about the amount or quality of work that I perform.	15/70	26/57	15/39
15. Workload is evenly distributed.	55/25	31/44	25/44
16. The failure of Port Arthur ISD officials to enforce high work standards results in poor quality work.	30/45	38/40	25/40
17. I often observe other teachers and/or staff socializing rather than working while on the job.	30/50	34/48	35/46

[1] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Disagree* or *Disagree*.

Exhibit G-5
Comparison Survey Responses
Within Port Arthur Independent School District

PART E	(Percent SA OR A) / (Percent SD OR D)[1]		
JOB SATISFACTION	**PRINCIPALS**	**TEACHERS**	**ADMINISTRATORS**
1. I am very satisfied with my job in the district.	90/0	57/23	75/19
2. I plan to make a career in the district.	90/0	52/8	77/8
3. I am actively looking for a job outside of the district.	11/84	11/64	8/83
4. Salary levels in Port Arthur ISD are competitive.	47/5	33/52	36/48
5. I feel that my work is appreciated by my supervisor(s).	75/10	61/26	81/9
6. I feel that I am an integral part of the district team.	80/5	64/18	67/13
7. I feel that there is no future for me in the district.	15/80	15/68	11/83
8. My salary level is adequate for my level of work and experience.	35/50	18/68	38/46
9. I enjoy working in a culturally diverse environment.	100/0	73/7	94/0

[1] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Disagree* or *Disagree*.

BEST COPY AVAILABLE

Exhibit G-6
Comparison Survey Responses
Within Port Arthur Independent School District

PART F ADMINISTRATIVE STRUCTURE AND PRACTICE	(Percent SA OR A) / (Percent SD OR D)[1]		
	PRINCIPALS	TEACHERS	ADMINISTRATORS
1. Most administrative practices in the district are highly effective and efficient.	70/10	32/40	42/21
2. Administrative decisions are made quickly and decisively.	55/10	31/38	30/38
3. district administrators are easily accessible and open to input.	80/10	49/32	58/13
4. Authority for administrative decisions are delegated to the lowest possible level.	25/35	22/34	21/31
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	85/5	45/34	51/21
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	15/50	45/22	50/17
7. The extensive committee structure in the district ensures adequate input from teachers and staff on most important decisions.	80/0	32/41	52/23
8. The district has too many committees.	30/60	36/26	23/31
9. The district has too many layers of administrators.	5/75	52/24	17/46
10. Most district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	65/15	38/33	61/21

[1] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Disagree* or *Disagree*.

Exhibit G-7
Comparison Survey Responses
Within Port Arthur Independent School District

PART G: DISTRICT OPERATIONS	PERCENT NEEDS MAJOR IMPROVEMENT OR NEEDS SOME IMPROVEMENT / PERCENT ADEQUATE OR OUTSTANDING[1]		
	PRINCIPALS	**TEACHERS**	**ADMINISTRATORS**
a. Budgeting	65/35	70/16	73/21
b. Strategic planning	60/40	60/17	63/29
c. Curriculum planning	40/60	45/49	52/38
d. Financial management & accounting	45/50	61/21	52/41
e. Community relations	45/55	65/30	52/48
f. Program evaluation, research and assessment	55/45	54/35	54/35
g. Instructional technology	80/20	69/27	67/33
h. Pupil accounting	50/35	45/31	67/27
i. Instructional coordination/supervision	45/55	40/39	44/48
j. Instructional support	45/55	57/39	49/41
k. Federal program (e.g., Chapter I, Special Education) coordination	25/65	46/32	42/46
l. Personnel recruitment	75/25	61/41	63/27
m. Personnel selection	70/30	63/23	73/23
n. Personnel evaluation	45/55	41/54	61/29
o. Staff development	32/64	38/51	44/43
p. Data processing	20/65	10/29	36/40
q. Purchasing	20/75	37/30	31/50
r. Law enforcement/security	45/50	65/24	46/38
s. Plant maintenance	50/50	62/19	58/36
t. Facilities planning	47/53	51/45	59/28
u. Pupil transportation	35/60	35/38	31/58
v. Food service	20/80	54/43	43/49
w. Custodial services	50/50	54/27	58/42
x. Risk management	30/60	51/24	36/42

[1] Percent responding *Needs Major Improvement* or *Needs Some Improvement*/Percent responding *Adequate* or *Outstanding.*

BEST COPY AVAILABLE

Exhibit G-8
Comparison Survey Responses
Within Port Arthur Independent School District

PART H GENERAL QUESTIONS	PRINCIPALS	TEACHERS	ADMINISTRATORS
1. The overall operation of the Port Arthur ISD is:			
Highly efficient	6%	3%	4%
Above average in efficiency	50	34	60
Less efficient than most other school districts	17	51	28
2. The operational efficiency of the district could be improved by:			
Increasing teacher workload	0%	34%	6%
Increasing some class sizes	0	32	25
Reducing the number of support staff	10	19	17
Offering fewer programs	5	12	27
Reducing the number of facilities operated by the district	35	19	56
Joining with other districts to provide joint services (e.g., transportation, purchasing,	15	6	17
maintenance, etc.)		0	19
Reducing the number of administrators	0	11	44
Taking advantage of more regional services	30	52	46
Privatizing some support services	30		

PORT ARTHUR

APPENDIX H
COMPARATIVE ANALYSIS OF SURVEY RESPONSES: PORT ARTHUR INDEPENDENT SCHOOL DISTRICT AND OTHER DISTRICTS

A REPORT FROM THE
TEXAS PERFORMANCE REVIEW

Appendix H

COMPARATIVE ANALYSIS OF SURVEY RESPONSES: PORT ARTHUR INDEPENDENT SCHOOL DISTRICT AND OTHER DISTRICTS

This section compares the responses of PAISD's principals, teachers, and administrators with those of their counterparts from several other school districts, including Midland, Brownsville, Dallas, Calhoun, Austin, La Joya, Pharr-San Juan-Alamo, McAllen, Sherman, San Angelo, Waco and Seguin Independent School Districts (Texas), Alachua, Hillsborough, Hamilton, Lee, Clay (Florida); Jefferson County and Poudre R-1 School Districts (Colorado); and Henderson County School District (North Carolina).

Exhibits H-1 through **H-8** include comparisons for administrator/principal combined responses, while **Exhibits H-9** through **H-16** include the comparisons for teacher responses.

Wherever applicable, the percentages of *agree* and *strongly agree* responses have been combined and compared with the combined *disagree* and *strongly disagree* responses. Similarly, the percentages of *excellent* and *good* responses are summed and compared with the summed *fair* and *poor* responses. The *neutral* and *don't know* responses have been omitted from all exhibits in this section.

Administrator Comparisons

As **Exhibits H-1** and **H-2** show, PAISD administrators tend to give a lower rating for the quality of education in their district than do administrators from other districts. Fewer PAISD administrators gave *good* or *excellent* ratings for quality of education (74 percent) than did their counterparts in other districts (87 percent), and fewer said that quality is improving (65 percent versus 73 percent for other districts). Eleven percent more PAISD administrators felt their schools have sufficient space and facilities than did other administrators. Six percent fewer believed their schools are safe and secure from crime.

In **Exhibit H-3**, PAISD administrators also indicated that their school board and superintendent could perform significantly better. Regarding school board members' work in setting or revising district policies, PAISD administrators gave 50 percent *fair* or *poor* ratings, a result comparable to that achieved by administrators in other districts, who gave a *fail* or *poor* rating 51 percent of the time. The superintendent faired somewhat better, receiving 68 percent *excellent* or *good* responses from PAISD administrators regarding his work as chief administrator for the district. Seventy-four percent of administrators in the comparison group responded similarly.

Exhibit H-4 shows that 12 percent fewer PAISD administrators found their district to be an exciting and challenging place to work than did other administrators. Twelve percent fewer PAISD administrators felt that the workload is equitably distributed among teachers and staff members. Seventeen percent more PAISD respondents than respondents in other districts felt that teacher promotions are based on individual performance. Ten percent fewer PAISD respondents felt teachers in the district enforce high student learning standards.

As displayed in **Exhibits H-5** and **H-6**, administrators in PAISD are less satisfied with their working conditions than their counterparts in other districts. Seventy-three percent of PAISD administrators responded that they are very satisfied with their jobs, compared to 84 percent from the comparison groups. Administrators in PAISD concur with those in the comparison districts regarding their salaries, with 37 percent of each disagreeing with the statement: *Salary levels in the district are competitive.*

With regard to certain district programs and functions, PAISD administrator opinions differed significantly with those from other districts (**Exhibit H-7**). The PAISD administrators gave at least 60 percent *major* or *some improvement* ratings to the following district programs or functions: budgeting, personnel selection, community relations, instructional technology, and pupil accounting. In comparison, no program or function in the other school districts has an average rating of more than 55 percent.

Finally, when asked how the efficiency of their districts could be improved, PAISD's administrators differed markedly, in responses concerning reduction of administrative staffing, with their colleagues from other districts (**Exhibit H-8**). While just nine percent of other administrators felt that reducing the number of administrators would improve efficiency, 13 percent more (22 percent) PAISD administrators supported such a move. Sixteen percent more administrators in PAISD felt that increasing teacher workload would improve the district's operational efficiency.

Teacher Comparisons

As seen in **Exhibit H-9**, PAISD teachers gave slightly lower percentages of *A* or *B* grades to their co-workers than did teachers in other districts. Teachers in the comparison group also gave higher percentages of *A* or *B* grades to school and district administrators than did PAISD's teachers.

As seen in **Exhibit H-10**, teachers in PAISD feel that they know the material they teach, with 74 percent responding *agree* or *strongly agree*, compared to 87 percent in the comparison districts. When asked if they care about students' needs, 80 percent of PAISD teachers state that they do, while 89 percent of teachers in the comparison districts responded *agree* or strongly *agree*.

In **Exhibit H-11**, teachers were asked to rate school board members' knowledge of the educational needs of students in the district. Fifty-nine (59) percent of PAISD teachers responded *fair* or *poor*, while 64 percent of teachers in the comparison groups gave *fair* or *poor* responses.

When asked about their work environment (**Exhibit H-12**), 59 percent of PAISD teachers stated that they find the district to be an exciting, challenging place to work, compared to 69 percent of teachers in other districts. Most PAISD teachers (78 percent) and teachers in other districts (81 percent) feel that they have the authority to adequately perform their job responsibilities.

In **Exhibit H-13**, teachers were asked to rate their job satisfaction. Eleven percent of PAISD teachers stated that they are looking for a job outside the district, while 9 percent of teachers from other districts responded similarly. Seventy-three percent of PAISD teachers agreed with the statement, *I enjoy working in a culturally diverse environment*, compared to 83 percent of teachers in other districts.

As shown in **Exhibit H-14**, 45 percent of teachers in PAISD believed they and their staff are empowered with sufficient authority to effectively perform their responsibilities, while 53 percent of teachers from other districts felt the same. Fifty-two (52) percent of PAISD teachers stated that their district has too many layers of administrators, while 58 percent of teachers from other districts agreed. **Exhibit H-15** asks teachers to rate many of the programs/functions in the district. On most programs/functions, more PAISD teachers feel that *some* or *major improvement* is needed. Five exceptions are evident. Federal program coordination received 46 percent *needs some* or *major improvement* from PAISD teachers, compared to 60 percent of teachers in other districts. The other four programs/functions are data processing, staff development, curriculum planning, and personnel evaluation.

Turning to **Exhibit H-16**, where teachers were asked how to improve operational efficiency within the district, PAISD teachers clearly perceived a need to privatize more support services (52 percent). In contrast, teachers from other districts only supported this idea 24 percent of the time. Teachers in PAISD also were more willing to increase their own workload (34 percent) than teachers from other districts (1 percent), and were more willing to have larger class sizes (32 percent to 3 percent).

Exhibit H-1
Comparison Survey Responses
PAISD Administrators and Administrators in Other Districts

PART A	PAISD	OTHER DISTRICTS
1. Overall quality of education in our district is:		
Excellent or Good	74%	87%
Fair or Poor	27	13
2. Overall quality of education in our district is:		
Improving	65%	73%
Staying the Same	29	20
Getting Worse	4	6
Don't Know	2	1
3. Grade given to our district teachers:		
Above Average (A or B)	77%	85%
Below Average (D or F	2	1
4. Grade given to our school administrators:		
Above Average (A or B)	81%	86%
Below Average (D or F)	3	2
5. Grade given to our district level administrators:		
Above Average (A or B)	71%	71%
Below Average (D or F)	10	8

Exhibit H-2
Comparison Survey Responses
PAISD Administrators and Administrators in Other Districts

PART B	**(Percent SA + A)/(Percent SD + D)[1]**	
	PAISD	**OTHER DISTRICTS**
1. The emphasis on learning in the district has increased in recent years.	81/7	86/6
2. District schools are safe and secure from crime.	63/19	69/14
3. Our schools do not effectively handle misbehavior problems.	31/51	18/69
4. Our schools have sufficient space and facilities to support the instructional programs.		34/54
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	16/72	15/73
6. Our schools can be described as "good places to learn."	78/10	89/3
7. There is administrative support for controlling student behavior in our schools.	75/15	85/8
8. Most students in our schools are motivated to learn.	62/24	73/14
9. Lessons are organized to meet students' needs.	72/11	73/12
10. The curriculum is broad and challenging for most students.	74/12	73/13
11. There is little a teacher can do to overcome education problems due to a student's home life.	21/69	16/71
12. Teachers in our schools know the material they teach.	79/10	86/4
13. Teachers in our schools care about students' needs.	72/10	89/3
14. Teachers expect students to do their very best.	71/10	83/6
15. Principals and assistant principals in our schools care about students' needs.	88/4	93/3
16. In general, parents do not take responsibility for their children's behavior in our schools.	34/49	30/53
17. Parents in this district are satisfied with the education their children are receiving.	45/19	68/11
18. Most parents really don't seem to know what goes on in our schools.	47/35	39/39
19. Parents play an active role in decision-making in my school.	44/27	48/22
20. This community really cares about its children's education.	59/15	74/13
21. Taxpayer dollars are being used wisely to support public education in the district.	57/21	71/17
22. Sufficient student services are provided in the district (e.g., counseling, speech therapy, health).	69/18	59/34
23. Site-based management has been implemented effectively in the district.	66/21	53/27

[1] Percent responding *Strongly Agree* of *Agree*/Percent responding *Strongly Disagree* or *Disagree*.

Exhibit H-3
Comparison Survey Responses
PAISD Administrators and Administrators in Other Districts

	(Percent E + G) /(Percent F + P)[2]	
PART C	**PAISD**	**OTHER DISTRICTS**
1. School board members' knowledge of the educational needs of students in the district.	44/54	36/60
2. School board members' knowledge of operations in the district.	50/50	38/57
3. School board members' work at setting or revising policies for the district.	49/50	44/51
4. The district school superintendent's work as the instructional leader of the district.	63/31	71/27
5. The district school superintendent's work as the chief administrator (manager) of the district.	68/27	74/24
6. Principal's work as the instructional leaders of their schools.	77/21	85/12
7. Principal's work as the managers of the staff and teachers.	79/19	88/9
8. Teachers' work in meeting students' individual learning needs.	59/37	73/23
9. Teachers' work in communicating with parents.	60/34	61/35
10. Teachers' attitudes about their jobs.	52/46	60/37
11. Students' ability to learn.	71/26	81/16
12. The amount of time students spend on task learning in the classroom.	62/25	69/24
13. Parents' efforts in helping their children to do better in school.	28/62	36/58
14. Parents' participation in school activities and organizations.	28/68	32/64
15. How well students' test results are explained to parents.	46/43	43/50
16. The condition in which district schools are kept.	68/31	68/31
17. How well relations are maintained with various groups in the community.	60/32	61/35
18. The opportunities provided by the district to improve the skills of teachers.	77/21	65/33
19. The opportunity provided by the district to improve the skills of school administrators.	71/26	61/36
20. The district's job of providing adequate instructional technology.	53/46	52/46
21. The district's use of technology for administrative purposes.	49/49	52/45

[2] Percent responding *Excellent* or *Good*/Percent responding *Fair* or *Poor*.

Exhibit H-4
Comparison Survey Responses
PAISD Administrators and Administrators in Other Districts

	(Percent SA + A)/(Percent SD + D)[1]	
PART D: WORK ENVIRONMENT	**PAISD**	**OTHER DISTRICTS**
1. I find the district to be an exciting, challenging place to work.	74/7	86/5
2. The work standards and expectations in the district are equal to or above those of most other school districts.	65/15	82/5
3. District officials enforce high work standards.	63/21	78/9
4. Most district teachers enforce high student learning standards.	65/19	75/8
5. District teachers and administrators have excellent working relationships.	50/19	64/14
6. Teachers who do not meet expected work standards are disciplined.	19/41	33/36
7. Staff who do not meet expected work standards are disciplined.	64/30	47/28
8. Teacher promotions and pay increases are based upon individual performance.	25/61	8/74
9. Staff promotions and pay increases are based upon individual productivity.	39/33	16/66
10. I feel that I have the authority to adequately perform my job responsibilities.	81/16	83/11
11. I have adequate facilities in which to conduct my work.	71/25	74/19
12. I have adequate equipment and computer support to conduct my work.	60/31	66/26
13. The workloads are equitably distributed among teachers and among staff members.	40/29	52/24
14. No one knows or cares about the amount or quality of work that I perform.	15/69	16/70
15. Workload is evenly distributed.	34/38	42/36
16. The failure of district officials to enforce high work standards results in poor quality work.	27/41	18/60
17. I often observe other teachers and/or staff socializing rather than working while on the job.	28/47	14/66

[1] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Disagree* or *Disagree*.

Exhibit H-5
Comparison Survey Responses
PAISD Administrators and Administrators in Other Districts

PART E: JOB SATISFACTION	(Percent SA + A)/(Percent SD + D)[1]	
	PAISD	OTHER DISTRICTS
1. I am very satisfied with my job in the district.	73/15	84/8
2. I plan to make a career in the district.	58/30	84/4
3. I am actively looking for a job outside of the district.	19/75	8/83
4. Salary levels in the district are competitive.	47/37	48/37
5. I feel that my work is appreciated by my supervisor(s).	81/8	74/12
6. I feel that I am an integral part of the district team.	52/32	75/13
7. I feel that there is no future for me in the district.	18/71	7/82
8. My salary level is adequate for my level of work and experience.	56/20	44/45
9. I enjoy working in a culturally diverse environment.	87/3	90/2

[1] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Disagree* or *Disagree.*

Exhibit H-6
Comparison Survey Responses
PAISD Administrators and Administrators in Other Districts

PART F: ADMINISTRATIVE STRUCTURE AND POLICIES	(Percent SA + A)/(Percent SD + D)[1]	
	PAISD	OTHER DISTRICTS
1. Most administrative practices in the district are highly effective and efficient.	53/18	65/16
2. Administrative decisions are made quickly and decisively.	40/31	52/26
3. The district administrators are easily accessible and open to input.	49/19	69/17
4. Authority for administrative decisions are delegated to the lowest possible level.	40/27	37/36
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	40/30	70/11
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	59/12	36/39
7. The extensive committee structure ensures adequate input from teachers and staff on most important decisions.	46/34	59/19
8. The district has too many committees.	18/44	35/36
9. The district has too many layers of administrators.	31/35	15/66
10. Most district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	49/25	65/20

[1] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Disagree* or *Disagree.*

Exhibit H-7
Comparison Survey Responses
PAISD Administrators and Administrators in Other Districts

	Percent Major Improvement or Some Improvement /	**Percent Adequate or Outstanding[1]**
PART G: DISTRICT OPERATIONS	**PAISD**	**OTHER DISTRICTS**
a. Budgeting	63/32	39/57
b. Strategic planning	57/69	44/43
c. Curriculum planning	50/43	46/49
d. Financial management & accounting	53/43	34/60
e. Community relations	60/40	55/40
f. Program evaluation, research and assessment	56/35	42/52
g. Instructional technology	60/40	53/44
h. Pupil accounting	60/35	28/58
i Instructional coordination/ supervision	38/53	33/58
j. Instructional support	57/36	40/55
k. Federal program (e.g., Chapter I, Special Education) coordination	50/41	34/49
l. Personnel recruitment	57/35	40/48
m. Personnel selection	61/34	38/54
n. Personnel evaluation	49/40	44/50
o. Staff development	37/57	41/55
p. Data processing	39/43	37/51
q. Purchasing	37/50	31/59
r. Law enforcement/ security	46/42	31/60
s. Building maintenance	52/43	45/52
t. Facilities planning	47/44	41/53
u. Pupil transportation	37/56	32/59
v. Food service	39/52	33/64
w. Custodial services	47/52	38/58
x. Risk management	44/36	24/62

---

[1] Percent responding *Needs Major Improvement* or *Needs Some Improvement*/Percent responding *Adequate* or *Outstanding*.

Exhibit H-8
Comparison Survey Responses
PAISD Administrators and Administrators in Other Districts

PART H: GENERAL QUESTIONS		PAISD	OTHER DISTRICTS
1.	The overall operation of the district is:		
	Highly efficient	4%	9%
	Above average in efficiency	60	75
	Less efficient than most other school districts	28	10
2.	The operational efficiency of the district could be improved by:		
		19%	3%
	Increasing teacher workload	18	6
	Increasing some class sizes	7	7
	Reducing the number of support staff	22	19
	Offering fewer programs		
	Reducing the number of facilities	16	10
	operated by the district		
	Joining with other districts to provide joint services	41	23
	(e.g., transportation, purchasing, maintenance, etc.)	22	9
	Reducing the number of administrators	35	35
	Taking advantage of more regional services	62	30
	Privatizing some support services		

Exhibit H-9
Comparison Survey Responses
PAISD Teachers and Teachers in Other Districts

PART A	PAISD	OTHER DISTRICTS
1. Overall quality of education in our district is:		
Excellent or Good	56%	71%
Fair or Poor	14	25
2. Overall quality of education in our district is:		
Improving	53%	53%
Staying the Same	28	25
Getting Worse	15	17
Don't Know	4	5
3. Grade given to district teachers:		
Above Average (A or B)	77%	84%
Below Average (D or F)	0	1
4. Grade given to school administrators:		
Above Average (A or B)	49%	61%
Below Average (D or F)	18	11
5. Grade given to district-level administrators:		
Above Average (A or B)	33%	41%
Below Average (D or F)	27	23

Exhibit H-10
Comparison Survey Responses
PAISD Teachers and Teachers in Other Districts

PART B	(Percent SA OR A) /(Percent SD OR D)[3]	
	PAISD	OTHER DISTRICTS
1. The emphasis on learning in the district has increased in recent years.	63/21	68/14
2. District schools are safe and secure from crime.	27/53	41/38
3. Our schools do not effectively handle misbehavior problems.	73/22	50/35
4. Our schools have sufficient space and facilities to support the instructional programs.	46/40	30/60
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	33/54	30/54
6. Our schools can be described as "good places to learn."	54/23	72/12
7. There is administrative support for controlling student behavior in our schools.	40/51	52/33
8. Most students in our schools are motivated to learn.	49/36	52/32
9. Lessons are organized to meet students' needs.	78/11	78/9
10. The curriculum is broad and challenging for most students.	69/18	70/15
11. There is little a teacher can do to overcome education problems due to a student's home life.	30/50	35/48
12. Teachers in our schools know the material they teach.	74/6	87/4
13. Teachers in our schools care about students' needs.	80/11	89/3
14. Teachers expect students to do their very best.	79/14	86/6
15. Principals and assistant principals in our schools care about students' needs.	75/14	81/7
16. In general, parents do not take responsibility for their children's behavior in our schools.	66/25	58/23
17. Parents in this district are satisfied with the education their children are receiving.	45/17	48/17
18. Most parents really don't seem to know what goes on in our schools.	62/19	59/18
19. Parents play an active role in decision-making in my school.	36/41	36/38
20. This community really cares about its children's education.	40/33	53/22
21. Taxpayer dollars are being used wisely to support public education in the district.	34/43	37/39
22. Sufficient student services are provided in the district (e.g., counseling, speech therapy, health).	40/50	56/33
23. Site-based management has been implemented effectively in the district.	46/37	38/34

[3] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Agree* or *Agree*.

Exhibit H-11
COMPARISON SURVEY RESPONSES
PAISD TEACHERS AND TEACHERS IN OTHER DISTRICTS

PART C	(Percent E OR G) / (Percent F OR P)[1]	
	PAISD	OTHER DISTRICTS
1. School board members' knowledge of the educational needs of students in the district.	33/59	27/64
2. School board members' knowledge of operations in the district.	27/63	32/56
3. School board members' work at setting or revising policies for the district.	27/59	31/57
4. The district school superintendent's work as the instructional leader of the district.	57/32	43/47
5. The district school superintendent's work as the chief administrator (manager) of the district.	67/13	48/42
6. Principal's work as the instructional leaders of their schools.	54/44	62/36
7. Principal's work as the managers of the staff and teachers.	62/31	65/33
8. Teachers' work in meeting students' individual learning needs.	72/29	77/22
9. Teachers' work in communicating with parents.	69/26	71/29
10. Teachers' attitudes about their jobs.	37/63	50/49
11. Students' ability to learn.	49/51	62/37
12. The amount of time students spend on task learning in the classroom.	55/46	61/36
13. Parents' efforts in helping their children to do better in school.	27/66	19/78
14. Parents' participation in school activities and organizations.	25/76	21/78
15. How well students' test results are explained to parents.	44/47	37/54
16. The condition in which district schools are kept.	32/68	54/45
17. How well relations are maintained with various groups in the community.	39/53	45/43
18. The opportunities provided by the district to improve the skills of teachers.	67/28	58/41
19. The opportunity provided by the district to improve the skills of school administrators.	51/22	35/27
20. The district's job of providing adequate instructional technology.	50/47	45/51
21. The district's use of technology for administrative purposes.	50/30	45/27

[1] Percent responding *Excellent* or *Good*/Percent responding *Fair* or *Poor*.

Exhibit H-12
COMPARISON SURVEY RESPONSES PAISD TEACHERS AND TEACHERS IN OTHER DISTRICTS

PART D: WORK ENVIRONMENT	**(Percent SA + A)/(Percent SD + D)[1]**	
	PAISD	**OTHER DISTRICTS**
1. I find the district to be an exciting, challenging place to work.	59/22	69/11
2. The work standards and expectations in the district are equal to or above those of most other school districts.	62/26	63/13
3. District officials enforce high work standards.	56/33	61/17
4. Most district teachers enforce high student learning standards.	59/19	75/10
5. District teachers and administrators have excellent working relationships.	38/39	41/31
6. Teachers who do not meet expected work standards are disciplined.	22/41	22/41
7. Staff who do not meet expected work standards are disciplined.	22/36	23/39
8. Teacher promotions and pay increases are based upon individual performance.	16/50	8/70
9. Staff promotions and pay increases are based upon individual productivity.	8/60	7/50
10. I feel that I have the authority to adequately perform my job responsibilities.	78/15	81/13
11. I have adequate facilities in which to conduct my work.	50/28	65/26
12. I have adequate equipment and computer support to conduct my work.	45/50	50/39
13. The workloads are equitably distributed among teachers and among staff members.	31/47	41/45
14. No one knows or cares about the amount or quality of work that I perform.	26/57	24/56
15. Workload is evenly distributed.	31/44	35/45
16. The failure of district officials to enforce high work standards results in poor quality work.	38/40	28/43
17. I often observe other teachers and/or staff socializing rather than working while on the job.	34/48	19/62

[1] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Disagree* or *Disagree.*

Exhibit H-13
COMPARISON SURVEY RESPONSES
PAISD TEACHERS AND TEACHERS IN OTHER DISTRICTS

PART E: JOB SATISFACTION	(Percent SA + A)/(Percent SD + D)[1] PAISD	OTHER DISTRICTS
1. I am very satisfied with my job in the district.	57/23	72/14
2. I plan to make a career in the district.	52/8	71/8
3. I am actively looking for a job outside of the district.	11/64	9/75
4. Salary levels in the district are competitive.	33/52	34/50
5. I feel that my work is appreciated by my supervisor(s).	61/26	66/19
6. I feel that I am an integral part of the district team.	64/18	61/17
7. I feel that there is no future for me in the district.	15/68	9/73
8. My salary level is adequate for my level of work and experience.	18/68	22/65
9. I enjoy working in a culturally diverse environment.	73/7	83/4

[1] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Disagree* or *Disagree.*

Exhibit H-14
COMPARISON SURVEY RESPONSES
PAISD TEACHERS AND TEACHERS IN OTHER DISTRICTS

PART F: ADMINISTRATIVE STRUCTURE AND PRACTICES	(Percent SA + A)/(Percent SD + D)[1] PAISD	OTHER DISTRICTS
1. Most administrative practices in the district are highly effective and efficient.	32/40	33/35
2. Administrative decisions are made quickly and decisively.	31/38	32/35
3. The district administrators are easily accessible and open to input.	49/32	41/34
4. Authority for administrative decisions are delegated to the lowest possible level.	22/34	16/31
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	45/34	53/29
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	45/22	46/19
7. The extensive committee structure ensures adequate input from teachers and staff on most important decisions.	32/41	32/39
8. The district has too many committees.	36/26	45/17
9. The district has too many layers of administrators.	52/24	58/18
10. Most district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	38/33	38/28

[1] Percent responding *Strongly Agree* or *Agree*/Percent responding *Strongly Disagree* or *Disagree.*

Exhibit H-15
COMPARISON SURVEY RESPONSES
PAISD TEACHERS AND TEACHERS IN OTHER DISTRICTS

	Percent Major Improvement or Some Improvement / Percent Adequate or[1] Outstanding	
PART G: DISTRICT OPERATIONS	**PAISD**	**OTHER DISTRICTS**
a. Budgeting	70/16	60/20
b. Strategic planning	60/17	44/24
c. Curriculum planning	45/49	52/39
d. Financial management & accounting	61/21	44/26
e. Communication services	65/30	45/43
f. Program evaluation, research and assessment	54/35	37/38
g. Instructional technology	69/27	52/38
h. Pupil accounting	45/31	30/44
i. Instructional coordination/ supervision	40/39	37/47
j. Instructional support	57/39	48/44
k. Federal program (e.g., Chapter I, Special Education) coordination	46/32	60/30
l. Personnel recruitment	61/41	31/37
m. Personnel selection	63/23	37/62
n. Personnel evaluation	41/54	42/45
o. Staff development	38/51	40/52
p. Data processing	10/29	19/38
q. Purchasing	37/30	29/33
r. Law enforcement/ security	65/24	32/49
s. Building maintenance	62/19	40/43
t. Facilities planning	51/45	40/31
u. Pupil transportation	35/38	32/45
v. Food service	54/43	38/50
w. Custodial services	54/27	40/52
x. Risk management	51/24	22/39

[1] Percent responding *Needs Major Improvement* or *Needs Some Improvement*/Percent responding *Adequate* or *Outstanding*.

Exhibit H-16
COMPARISON SURVEY RESPONSES
PAISD TEACHERS AND TEACHERS IN OTHER DISTRICTS

PART H: GENERAL QUESTIONS	PAISD	OTHER DISTRICTS
1. The overall operation of the district is:		
Highly efficient	3%	6%
Above average in efficiency	34	51
Less efficient than most other school districts	51	25
2. The operational efficiency of the district could be improved by:		
	34%	1%
Increasing teacher workload	32	3
Increasing some class sizes	19	11
Reducing the number of support staff	12	11
Offering fewer programs		
Reducing the number of facilities operated by the district	19	10
Joining with other districts to provide joint services	6	20
(e.g., transportation, purchasing, maintenance, etc.)	0	46
Reducing the number of administrators	11	25
Taking advantage of more regional services	52	24
Privatizing some support services		

Comptroller of Public Accounts
Publication #96-505, Printed May 1998.

For additional copies write:

Texas Performance Review
Texas Comptroller of Public Accounts
P. O. Box 13528
Austin, Texas 78711-3528

The Comptroller of Public Accounts is an equal opportunity employer and does not discriminate on the basis of race, color, religion, sex, national origin, age, or disability in employment or in the provision of any services, programs or activities.

In compliance with the Americans with Disabilities Act, this document may be requested in alternative formats by calling (512) 463-3120 in Austin.

From a Telecommunications Device for the Deaf (TDD), our hearing impaired taxpayers may call toll free 1-800-248-4099, or they may call via 1-800-RELAY-TX. In Austin, the local TDD number is 463-4621.

BEST COPY AVAILABLE